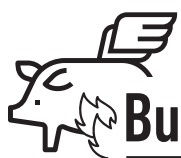




May 2022 | Louisville, KY



# Butchertown, Phoenix Hill & NuLu

Neighborhood Plan



**DEVELOP LOUISVILLE**  
LOUISVILLE FORWARD

# Acknowledgments

## Project Leadership

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**Mayor Greg Fisher**

**Barbara Sexton Smith**  
Louisville Metro Council District 4

**Jecorey Arthur**  
Louisville Metro Council District 4

**Bill Hollander**  
Louisville Metro Council District 9

## Project Team

---

**Gretchen Milliken, AIA**, Director  
Office of Advanced Planning and Sustainability

**Michael King**, Urban Planner  
Office of Advanced Planning and Sustainability

**Rachel Casey**, Urban Planner  
Office of Advanced Planning and Sustainability

**Savannah Darr**, Planning & Design Coordinator  
Office of Planning and Design Services

**Chris French**, Planning & Design Supervisor  
Office of Planning and Design Services

## Neighborhood Advisory Group

---

**Andy Blieden**  
Butchertown Market

**John Hollenbach**  
Louisville City FC

**Nick Johnson**  
Resident  
Butchertown Neighborhood Association

**Kasey Maier**  
Waterfront Botanical Gardens

**Randy Webber**  
Wayside Christian Mission

**Camilla Schroeder**  
Advance Ready Mix Concrete

**Matthew Ayers**  
Norton Healthcare

**Rev. David G. Sánchez**  
Saint Joseph Church

**Lee Weyland**  
Weyland Ventures

**Pete Charboneau**  
Swift Pork Company

**Michael Ice**  
Lincoln Elementary Performing Arts School

**Kristi Ashby**  
Resident  
Phoenix Hill Neighborhood Association

**Bill Marz**  
Home of the Innocents

## Consultant Team

---

**MKSK**

**wsp**

**bdc**  
BOOKER DESIGN  
COLLABORATIVE

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## **Implementation**

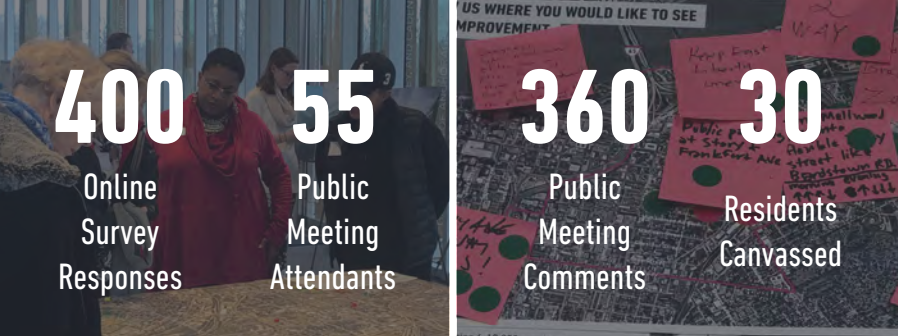
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AP

## **Multi-Modal Connectivity Analysis**

Appendix: Separate Document





## Vision Statement & Our Key Findings



Continue to be authentic and unique



Promote a green neighborhood and Beargrass Creek

Butchertown, Phoenix Hill and NuLu are **historic, energetic,** and **resilient urban communities** located **in the heart of Louisville,** where **smart growth** supports an environment for **everyone** to succeed.



Guide growth to support livability



Improve connections for all modes



Be welcoming to all families and individuals

## Executive Summary

### A Vision for Butchertown, Phoenix Hill and NuLu

This plan sets a vision for three vibrant communities in the heart of Louisville — Butchertown, Phoenix Hill, and NuLu. In the last decade, the area has experienced significant growth and investments, with the opening of new restaurants, breweries, a soccer stadium, and a botanical garden. With more developments in the pipeline and a growing resident and employee population, this plan comes at the right time to influence and shape the next ten years of development and growth.

With a public process started prior to the COVID-19 pandemic, this plan's engagement included a public meeting that resulted in more than 360 comments/ ideas, an online survey with 400 responses, and door-to-door canvassing that reached more than 30 residents. Following the pandemic, the planning team adjusted the engagement strategy to focus on online meetings with an engaged Neighborhood Advisory Group representing residents, business owners, and community leaders. This engagement revealed a desire for a walkable and well-connected neighborhood, responsible and sustainable growth, and a renewed focus on transforming Beargrass Creek.

This plan's overarching goal is to anticipate growth and develop a proactive approach in which new developments benefit new and existing residents of all socioeconomic groups. As such, the plan:

- Identifies opportunity sites along key corridors or near destinations that are expected to re-develop and recommends zoning and form district updates to incentivize walkable and compact developments.
- Sets a connectivity framework based on converting one-way pairs into two-way complete streets, and right-sizing intersections to encourage a walkable and bikeable community.
- Transforms existing barriers into gateways that feature the community's sense of identity with murals and creative lighting.
- Sets an implementable vision for a long-imagined Beargrass Creek Greenway that includes open space and new development facing the creek.

These recommendations aim to create a 15-minute community, accessible for residents of all income groups and ages. Implementation strategies empower what is already an active and engaged network of residents, business owners, and leaders to build a more livable and resilient community



## Land Use & Community Form

**LU**

- LU1** Support residential portions of the community to enhance what makes them unique and build on their character and livability.
- LU2** Infill vacant and underutilized properties, targeting known "gaps" and identify industrial properties that may transition into residential, mixed-use, or commercial.
- LU3** Promote economic development opportunities along the Broadway Corridor.
- LU4** Collaborate with active industrial and manufacturing users expected to remain in the community.
- LU5** Prioritize properties along Hancock and Clay Streets as a neighborhood-scale mixed-use spine.
- LU6** Implement local and city-wide policies that prioritize sustainability, with the goal of achieving a standard sustainability certification for the study area, such as LEED.

**M**

## Mobility\*

\*A multi-modal connectivity analysis with additional findings and data-driven recommendations is included as an appendix to this document

- M1** Transform major corridors into two-way streets that reflect Complete Streets principles and prioritize pedestrians, cyclists and transit riders over vehicles.
- M2** Create a seamless multi-modal connection between Broadway and the waterfront using a system of neighborhood-scale streets and alleys.
- M3** Redesign and right-size intersections that hinder connectivity and safety, using traffic-calming measures and techniques.
- M4** Use public art, placemaking, and urban activation to improve connectivity gaps within the study area, and at significant gateways.

## Beargrass Creek

**BC**

- BC1** Restore Beargrass Creek's stream health and natural ecology.
- BC2** Transform the Beargrass Creek Corridor into a world-class greenway that connects neighborhoods with nature.
- BC3** Shape development along the Beargrass Creek corridor so new buildings face and engage a revitalized waterfront.
- BC4** Create a regional vision plan for Beargrass Creek that expands beyond this study area and connects to Cherokee Park and the Louisville Zoo.

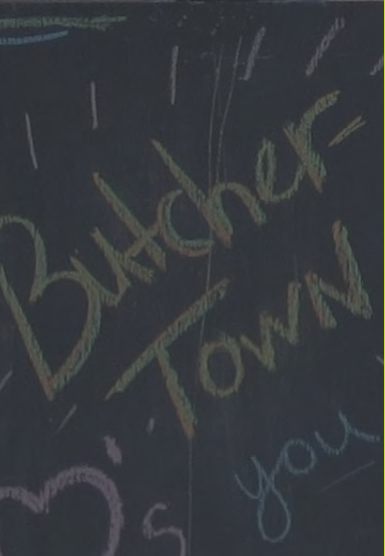
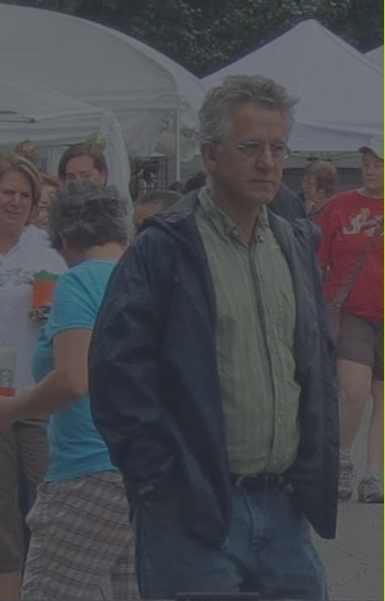
## Equity & Affordability

**EA**

- EA1** Support multiple housing types in new developments beyond traditional mixed-use or single-family to establish multiple price-points.
- EA2** Prevent the displacement of longtime residents caused by development pressures and the effects of gentrification, and welcome new residents of all income groups.
- EA3** Work with local businesses to establish hiring and operational policies that combat systemic racism.
- EA4** Focus on resident health and economic wellbeing to address the inequities heightened by the COVID-19 global pandemic, and its long-term effects.
- EA5** Support the study area's unhoused neighbors with short- and long-term strategies.

[ 01 ]

# Introduction





"I appreciate the focus to make this plan work for all segments of the community. That **fairness and equity** is an essential component and the provision of sustainable elements." - Survey Respondent

"I think **this plan is comprehensive and ambitious. I hope most of it is realized in the next 5 years.** Louisville is at a critical point for both population growth and tourism." - Survey Respondent

# About this Project

The 6.3-square-mile study includes three of the most vibrant and unique communities in Louisville: Butchertown, NuLu and Phoenix Hill.

## Why This Plan

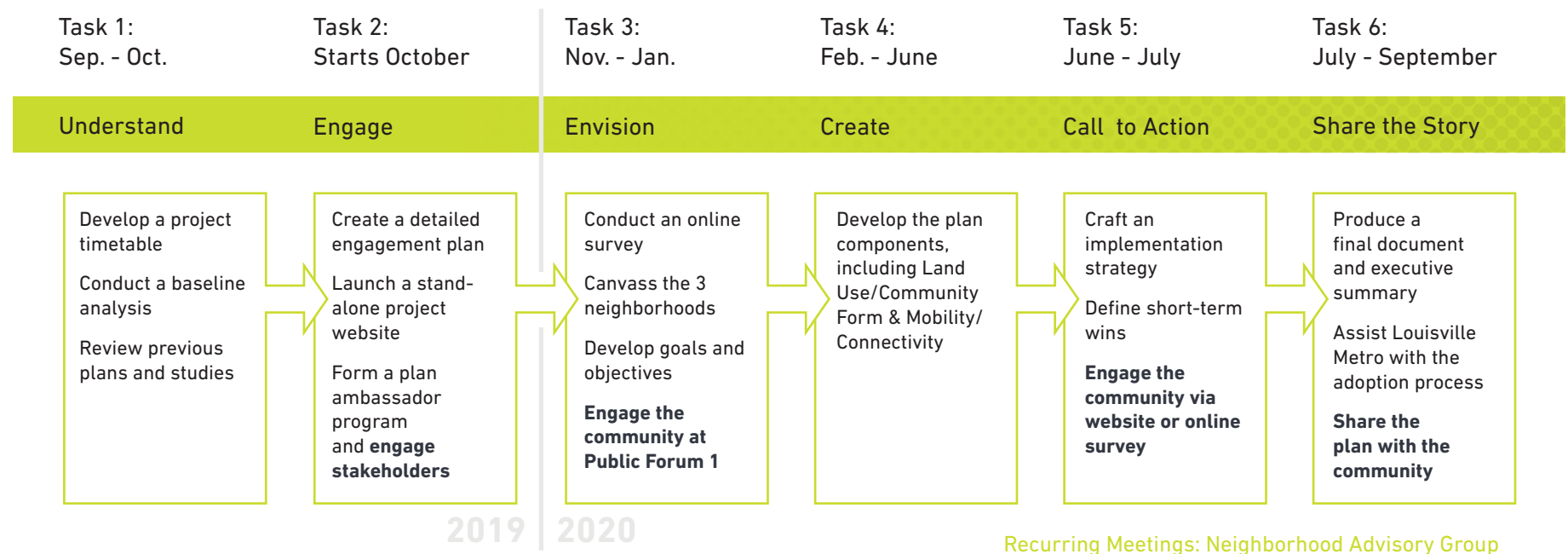
New developments and new destinations have the power to transform and energize these communities. As these projects get completed, new visitors across the region will experience what has made these neighborhoods special. This plan is an opportunity to be proactive in anticipating growth, providing residents, businesses, and institutions a voice in how their neighborhoods continue to grow and prosper. The resulting plan will embody the CHASE principles set forth in Plan 2040: Connectivity, Health, Authenticity, Sustainability and Equity.

## Our Process

Started in August of 2019, the Butchertown, Phoenix Hill and NuLu Neighborhood Plan followed a six-task process illustrated in the graphic below. Starting with a baseline analysis of existing conditions and launching a public engagement effort, this planning effort sought the input and collaboration of neighborhood residents, stakeholders, businesses, and visitors. With one public meeting, on-the-ground neighborhood canvassing with plan ambassadors, a website and online survey, and various Neighborhood Advisory Group Meetings, this

plan's outcomes are authored by a wide collection of voices and represent the three communities in the plan's study area.

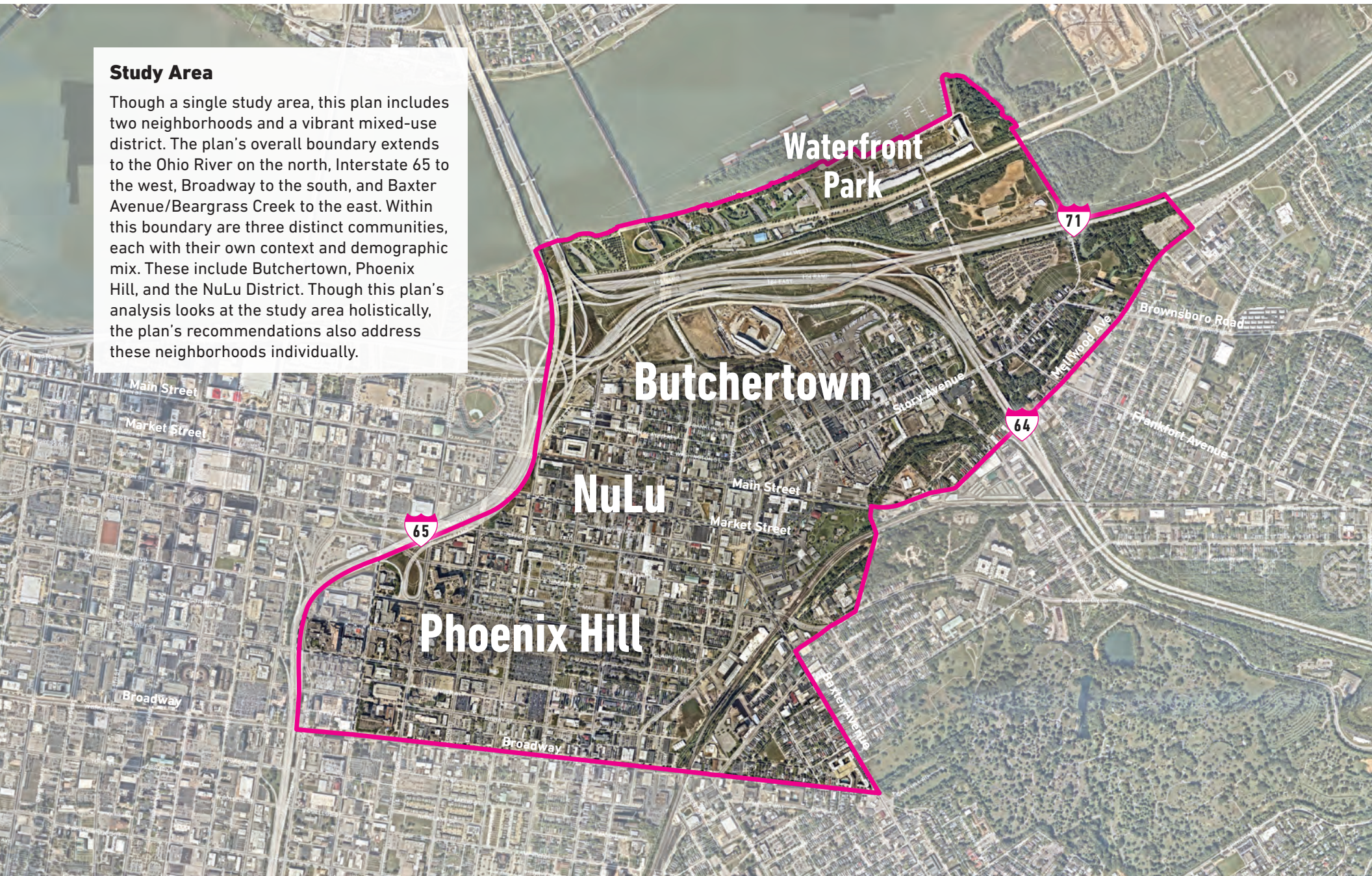
Running in tandem with this process was a separate multi-modal connectivity analysis that looked at the study area and suggested data-driven findings and recommendations. Amplifying the mobility section of this plan, this document is available as an appendix to this plan, and was developed in collaboration with the planning team.





## Study Area

Though a single study area, this plan includes two neighborhoods and a vibrant mixed-use district. The plan's overall boundary extends to the Ohio River on the north, Interstate 65 to the west, Broadway to the south, and Baxter Avenue/Beargrass Creek to the east. Within this boundary are three distinct communities, each with their own context and demographic mix. These include Butchertown, Phoenix Hill, and the NuLu District. Though this plan's analysis looks at the study area holistically, the plan's recommendations also address these neighborhoods individually.



# Previous Planning Efforts

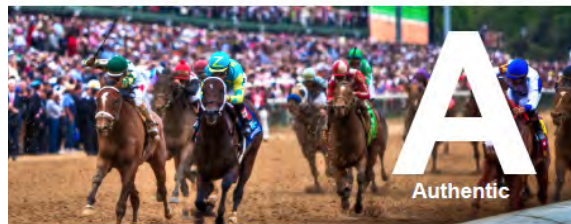
## Plan 2040: CHASE Principles



Louisville's 2040 goal for its metro area is to be a "vibrant and diverse community that is Connected, Healthy, Authentic, Sustainable and Equitable, with compassionate citizens and memorable places among its greatest assets and where all people are able to achieve their full potential." These principles guide development and enhancements of all types across Louisville.

From a residential standpoint, the Louisville MSA is projected to gain 154,253 households by 2040. Employment sectors expected to see notable growth in Jefferson County include professional, health care and social assistance, transportation and warehousing, and hospitality/tourism.

The plan applies the CHASE principles to types of places that exist within the MSA. Butchertown and Phoenix Hill fall under the descriptor of Urban Center Neighborhoods. As such, they should have a tight network of streets, with wide sidewalks, street trees and buildings set close to the sidewalks. Pedestrians, bicyclists, and transit users should be prioritized in these areas. To support street life and promote alternative forms of transportation, it is recommended that parking minimums be reduced or eliminated if appropriate in these neighborhoods.



## Previous Neighborhood Plans



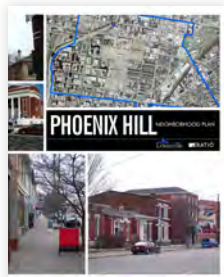
### 2008 Butchertown Plan

The Butchertown Plan outlines the neighborhood's existing conditions, community concerns, and potential impacts of current and proposed development projects to provide a proactive approach to future development in the neighborhood.

The aim is to encourage residential and business growth while keeping Butchertown's cultural, historic, and natural features intact. The plan's recommendations offer ways to maintain Butchertown's strong identity as a diverse, mixed-use community, establish and promote the vitality of the business community, and enhance the quality-of-life of neighborhood residents.

### Key Recommendations:

- After final determination of the Ohio River Bridges Project's impacts, evaluate the status of industrial-zoned properties and determine those properties suitable for EZ-1 or other mixed use zoning.
- Identify strategic locations for trailheads, open space and development along the Beargrass Creek corridor.
- Redevelop/rehabilitate industrial buildings for office, retail, mixed-use, or multi-family residential.
- Encourage appropriate commercial development along Story and Mellwood Avenues and Main Street that strengthen Butchertown's economic base and enhance pedestrian activity.



### 2008 Phoenix Hill Plan

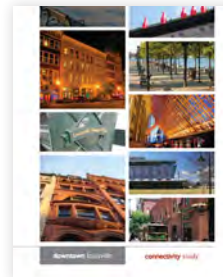
The Phoenix Hill Neighborhood Plan documents existing conditions highlighting issues and opportunities, outlines community concerns such as the ability for low-income residents to remain in the

community, the need for more affordable housing, and complicated circulation patterns, and considers likely impacts of current and proposed development projects. The understanding of these components set up the recommendations provided aimed at encouraging growth and development, while simultaneously retaining the neighborhood's existing character, diversity, and sense of social responsibility.

#### Key Recommendations:

- Utilize the urban design guidelines in the Liberty Green Pattern Book for future infill development.
- Partner with the Housing Authority and other like-minded agencies to develop and market affordable, single-family housing.
- Encourage the appropriate rehabilitation of existing, industrial buildings along the Beargrass Creek/ railroad corridor highlighting Phoenix Hill's historic relationship to the waterway.
- Convert one-way streets to two-way travel, including north-south streets.

## Other Relevant Plans



### East Downtown Connectivity Study

Completed in 2011, this plan provided key recommendations for improving connectivity between downtown and NuLu/Butchertown. These included:

- Create connections by converting underutilized properties along edges of I-65 as pocket parks.
- Create pedestrian friendly and branded gateways below I-65 overpasses.
- Improve streetscapes on Market, Jefferson and Hancock streets.



### Waterfront Botanical Gardens Master Plan

Opened in 2019 in a first phase, this 23-acre site will eventually include the following long-term programmatic elements:

- Event lawn with capacity for 1,500 people, and conservatory with a garden room and outdoor lawn.
- Entry features an edible garden plaza, Visitor Center, restaurant, exhibit space and rooftop terrace
- Two garden galleries, a Japanese garden with a tea house, a secret garden and children's garden, and overlook onto Beargrass Creek



### Downtown Louisville Master Plan

Completed in 2013, this plan focused on downtown Louisville, but included portions of this plan's study area such as the medical district and NuLu. The plan's main findings and recommendations included:

- NuLu was identified as one of four areas especially capable of supporting an influx of housing, and Market Street was identified as a priority for investment.
- Butchertown and Phoenix Hill, among other urban neighborhoods, are shown to be capable of supporting a considerable amount of new investment and housing.
- Waterfront Park, part of Butchertown, is one of the top five activity generators for the downtown area making infill and redevelopment around it feasible.
- Converting some of downtown's one-way streets into two-way, along with public transit enhancements, would enable areas around NuLu and Liberty Green to be friendlier pedestrian environments.

# History

## Butchertown

Settlements in Butchertown date to the late 1700s with the first landowner owning about 1,000 acres that made up the eastern part of the current neighborhood boundary. By the late 1700s/early 1800s, this land was divided, sold, and used for farming and milling. In the late-1820s and early 30s, streets and bridges began to be constructed to help transport livestock to Louisville's market area and to the Ohio River to board ships. Roadway construction made the neighborhood a convenient place for butchers and meat-packers headed to the city to pass through. By 1827, Frankfort Pike and Story Avenue became populated with German immigrant butchers who built homes that fronted these streets and had slaughter spaces in the rear, facing Beargrass Creek.

As the meatpacking industry became established, indirect businesses became viable, like tanneries, soap and candle making, breweries, and livestock-friendly inns that accommodated drivers. During the 1850s, Louisville was the second largest pork packing hub in the country. Several factors led to the weakening of this economic activity: expansion of livestock production in the South; development of the transcontinental railroad network; and the growing concentration of livestock in other cities. Overall, Butchertown businesses found success and were supported by proximity to the L&N Railroad when railroads were just becoming the primary way to transport products.



The mid-19th century brought one of the area's most significant and long-lasting infrastructure projects - the enclosing of the old channel of Beargrass Creek from Fourth Street east to First Street. The Beargrass Creek Cutoff was dug between the present-day Butchertown Greenway and Eva Bandman Park, routing the creek directly to the Ohio River and becoming a defining feature of the neighborhood.

In addition to economic change, the early and mid-1900s era produced cultural change in the neighborhood. German culture had been prevalent in Butchertown in the 1800s but faded throughout the 1900s. In 1931, the City of Louisville designated the entire Butchertown neighborhood as an industrial zone, making any development other than industrial difficult. The now-vacant Letterle Pump Station was built in 1936 along Beargrass Creek, a year before the disastrous 1937 flood that hit communities along the Ohio River. Many homes were destroyed at a time when residents were becoming motivated to move to the suburbs rather than stay and rebuild. Over time, vacant structures led to blight which encouraged large-scale demolition during the 1960s with the construction of Interstate 65/64.

Industry maintained in the neighborhood through the 1960s. In 1966, residents persuaded the city to establish partial-residential zoning in the neighborhood and to designate historic buildings



as such to preserve them. In 1976, Butchertown was added to the National Register of Historic Places in recognition of its diversity of land uses, history, and architectural significance. The revitalization effort was strategic and led by Butchertown, Inc. – a corporation that bought and renovated historic homes for resale. Locally recognized as a historic neighborhood by ordinance in 1986, the Butchertown Historic Preservation District was established in 2003, which set design guidelines for exterior changes to all properties and buildings within the boundaries. In 1997, a historic 8,000-square foot industrial building was re-imagined as a retail and office complex called The Butchertown Market. Located on Story Avenue, it was soon joined by entertainment and event spaces, such as the dance club Play and the mixed-use office/event venue The Pointe, becoming a commercial node for the neighborhood. In 2017, the Louisville City FC, Louisville's professional soccer club, announced it would build a soccer stadium anchoring a new mixed-use district at the northern end of Butchertown, just south of Interstate 71. Lynn Family Stadium held its first home game in 2020 during the midst of the COVID-19 pandemic, at reduced capacity.

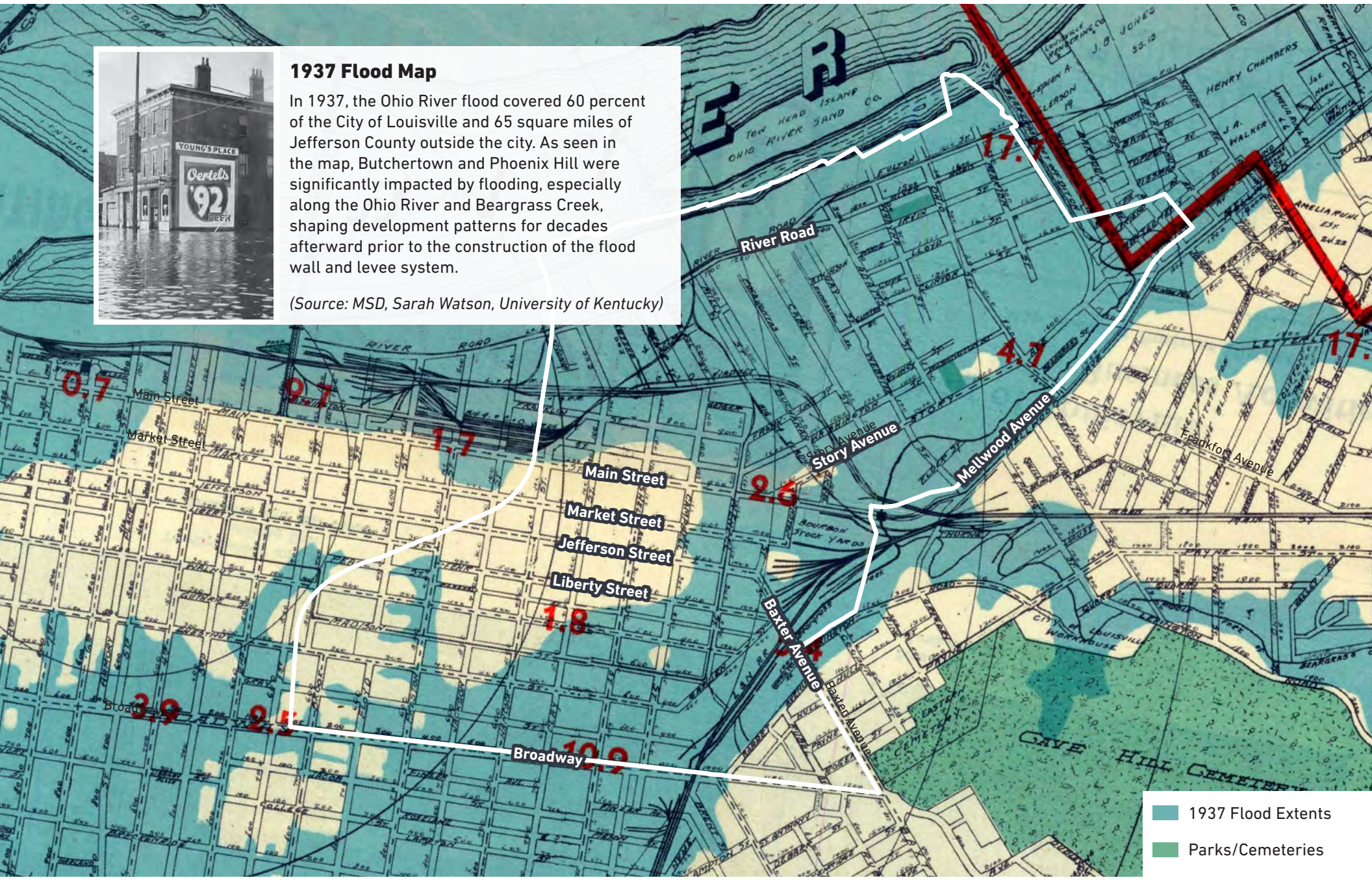
Presently, Butchertown is home to an active and passionate resident association, a well-known art fair since 2009, and is a regional destination for arts and culture.



### 1937 Flood Map

In 1937, the Ohio River flood covered 60 percent of the City of Louisville and 65 square miles of Jefferson County outside the city. As seen in the map, Butchertown and Phoenix Hill were significantly impacted by flooding, especially along the Ohio River and Beargrass Creek, shaping development patterns for decades afterward prior to the construction of the flood wall and levee system.

(Source: MSD, Sarah Watson, University of Kentucky)



# History (Continued)

## Phoenix Hill

Originally known as Uptown, German and Irish immigrants were first to build homes and businesses in what is now Phoenix Hill. As in Butchertown and many other early-settled communities, breweries were populous in the neighborhood and part of a thriving industry. Phoenix Hill Brewery became a well-known destination after the construction of Phoenix Hill Park in 1865, in the triangular piece of the neighborhood between Beargrass Creek and Baxter Avenue. Recreational facilities and entertainment-focused structures were incorporated on park grounds, making it useful for all kinds of social gatherings.

The early 20th century was a time of change as many residents began moving to new neighborhoods, making the area less distinctly German. Outside forces contributed to a physical deterioration of Phoenix Hill, like the decline of neighboring areas and construction of Interstates 65, 64 and 71. The Phoenix Hill Association was established in 1975 to rejuvenate the neighborhood. Federal funds were secured to facilitate new housing redevelopment which helped attract new residents as well as businesses. Phoenix Hill was added to the National Register of Historic Places in 1983, due to its diversity of land uses, history, and architectural significance.

Between 1933 and 1953, much of Phoenix Hill was marked with the lowest "D Rating" in Home Owner's Loan Corporation's (HOLC) residential securities maps, commonly referred to as



"redlining maps," that guided investment in US cities. This low grade, understood to be racially motivated, discouraged lenders from investing in Phoenix Hill, resulting in a lack of investment for the subsequent decades.

The medical complex located on the western side of Phoenix Hill along Interstate 65 covers a 24-block area and includes various hospitals and complementary facilities, of which Norton Healthcare and University of Louisville are the main operators. Another significant influence in the neighborhood's recent history is the Liberty Green development project, started in 2009. The development, which is still under a phased construction, re-imagined the 1940s era Clarksdale housing development to create a new mixed income community. Using HUD Hope VI funding that included more than \$200 Million in tax credits, federal funds, and private investments, Liberty Green brought nearly 500 new and renovated units online, and incorporated



street improvements, neighborhood-scale parks and new commercial space. New developments around Liberty Green continue well into 2020 and were announced during this planning process.

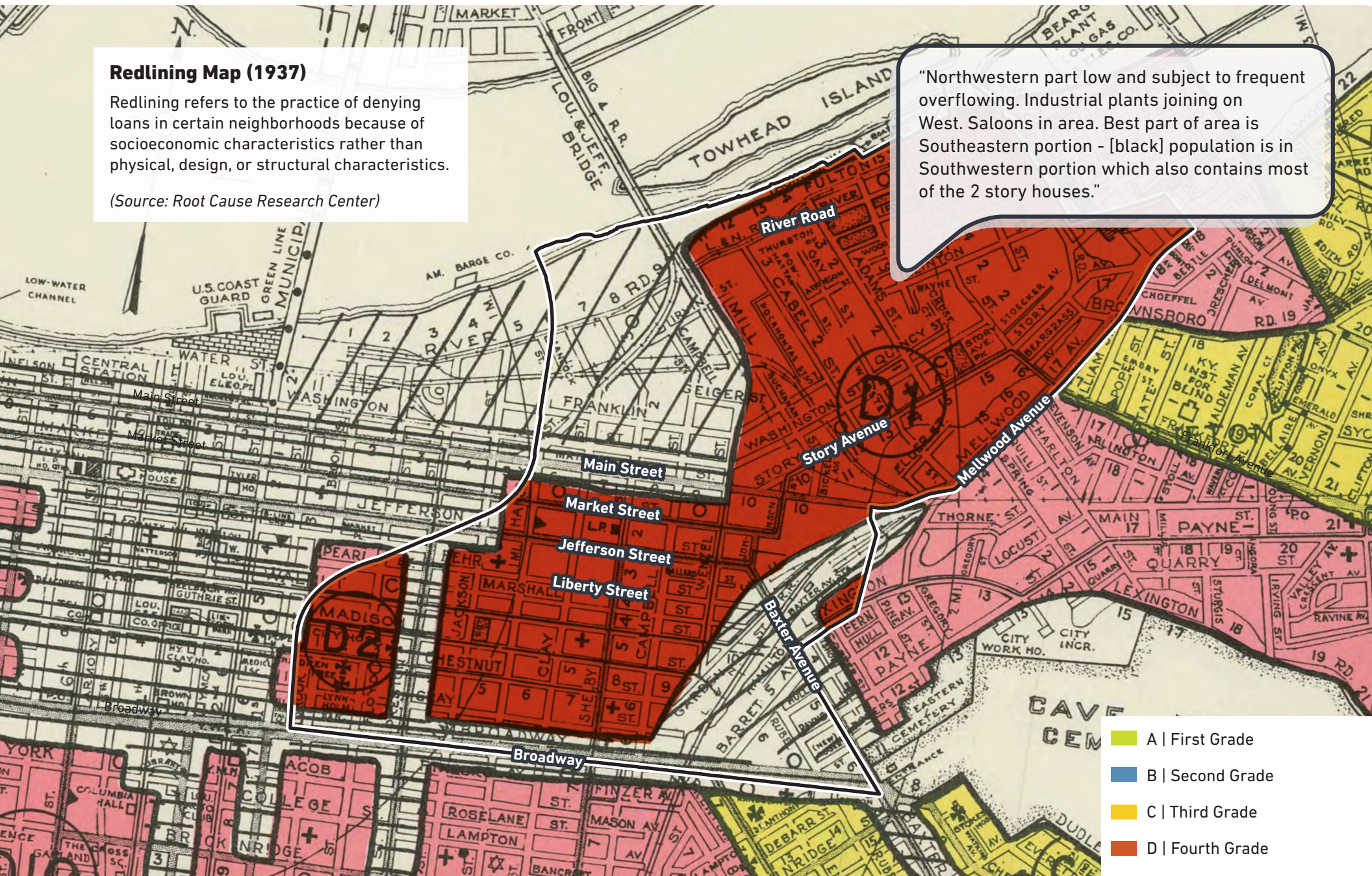
For many Louisvillians, Phoenix Hill became synonymous with the Phoenix Hill Tavern, an entertainment venue that ran between 1976 and 2015. Demolished in 2017 following an abrupt closure due in part to safety concerns raised by residents, the venue was replaced with The Baxter Apartments - a mixed-use retail and residential development bringing new retail tenants to the Baxter Avenue corridor. The closing of Phoenix Hill Tavern was one of various shifts in the neighborhood. In 2018, Gravelly Brewing opened in the same location as the former Phoenix Brewing Company, restoring a century-old tradition into the community and continuing to fuel a revitalization of residential properties in the area around Rubel Park.

## Redlining Map (1937)

Redlining refers to the practice of denying loans in certain neighborhoods because of socioeconomic characteristics rather than physical, design, or structural characteristics.

(Source: Root Cause Research Center)

"Northwestern part low and subject to frequent overflowing. Industrial plants joining on West. Saloons in area. Best part of area is Southeastern portion - [black] population is in Southwestern portion which also contains most of the 2 story houses."



- A | First Grade
- B | Second Grade
- C | Third Grade
- D | Fourth Grade

# History (Continued)

## NuLu

NuLu, short for “New Louisville” is one of the city’s most vibrant mixed-use districts. Located between Butchertown and Phoenix Hill along Market Street, the district emerged organically starting in the 1980s following the adaptive-reuse of properties into bars, restaurants, and offices. Though the NuLu moniker might be a new addition, this portion of the community has been a central part of Louisville’s history since the city’s beginnings.

Market Street has been at the epicenter of Louisville’s commercial life from the 1800s, when it was home to stockyards and livestock markets. By the 1850s it was home to a large number of German immigrants and German-built churches. In 1892, the Methodist Episcopal Church on Shelby Street was home to the Shelby Street Market, which included a small linear park within Market Street between Shelby and Campbell Streets. Named Kenton Place and designed by Frederick Law Olmsted, this unique median/park was removed in 1905 to accommodate a center-lane streetcar, which ran along the corridor until the 1940s. By the early 20th century, Market Street was a popular address for Louisville’s service and retail industries.

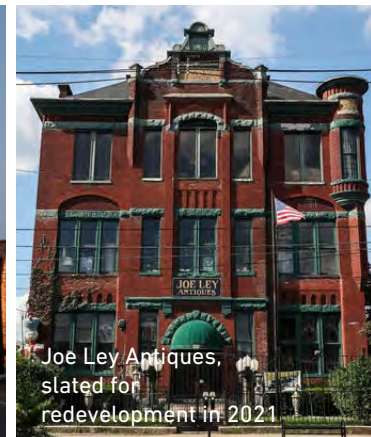
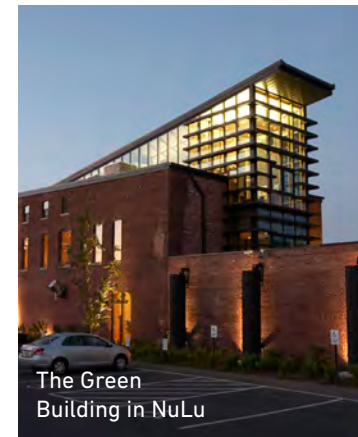
The 1960s and 1970s were decades of transition for the area, as retailers along Market Street and downtown competed with new suburban commercial developments. The district’s transformation from a traditional retail corridor to a mix of antique shops, small diners, second-hand stores occurred as large commercial and

industrial businesses were expanding in the area, creating challenges for the neighborhood. The demolition of significant buildings and at times entire blocks, created additional challenges.

Beginning in the 1980s, area artists began to establish themselves along East Market Street with intermittent efforts to save historic buildings. This is also when the neighborhood association formed, which is now the NuLu Business Association. These efforts began to bear fruit by the late 1990s with the creation of the First Friday Trolley Hops, NuLu’s version of an art crawl, which would eventually welcome thousands of visitors to the area once a month. Bluegrass Brewing Company launched in 2002 on East Main Street, and would later become Goodwood in 2015.

The neighborhood hit its stride in 2007 with the adaptive-reuse of the Green Building, Louisville’s first commercial building to achieve LEED-Platinum certification, the landmarking of the historic 1850s buildings in the 800 block of East Market Street, and the first NuLuFest which has become a major yearly event. In 2011, the restaurant/bar Garage Bar opened at the corner of Market and Clay Streets, as an adaptive-reuse of a former auto service station and solidifying the area’s reputation as a new hub for outdoor entertainment. Additional bars and restaurants followed, primarily along East Market Street, re-energizing the corridor into a walkable destination.

In the last ten years, residential projects brought new residents and life to NuLu. Though many of these carry the NuLu name they fall within the northern edges of the Phoenix Hill boundaries or on the southern edge of Butchertown. These include the Quad Apartments, Park Edge, Main & Clay, City Homes on Hancock Green and 310 at NuLu. In 2015, the NuLu Review Overlay District



was established to ensure new development would continue to enhance the district’s vibrant urban form and character (refer to page 24 for additional information).

More recently, the area has seen major investment in housing and hotel properties which reclaimed abandoned industrial or commercial sites. 2020 saw the opening of the Nulu Marketplace, which transformed a vacant multi building commercial space into shops, offices, retail, restaurants, apartments, and the acclaimed West 6th Brewery. Other recent developments include a 100-room Home2 Suites by Hilton and an AC Hotel on Market Street.



KENTUCKY.  
to accompany  
APPLETONS HAND BOOK OF SOUTHERN TRAVEL  
1873.



[ 02 ]

# Inventory of Existing Conditions





# Demographic Summary: Study Area & Butchertown

## Study Area Demographics

### Population and Growth

The 1.63 square-mile study area includes 6,690 total residents and has added 1,473 residents, representing 695 households, since the 2010 census. The number of families increased by 190 in this period, with most of the growth occurring in Butchertown. An additional 613 residents are expected to settle in the area over the next five years. This study area's median age is slightly increasing, reported at 38.1 in 2010 and expected to be 39.1 in 2025. Since 2010, 838 housing units have been added to the area's inventory. Most housing units, 75.2% in 2020, are renter occupied compared to 12.2% owner occupied and 12.6% vacant.

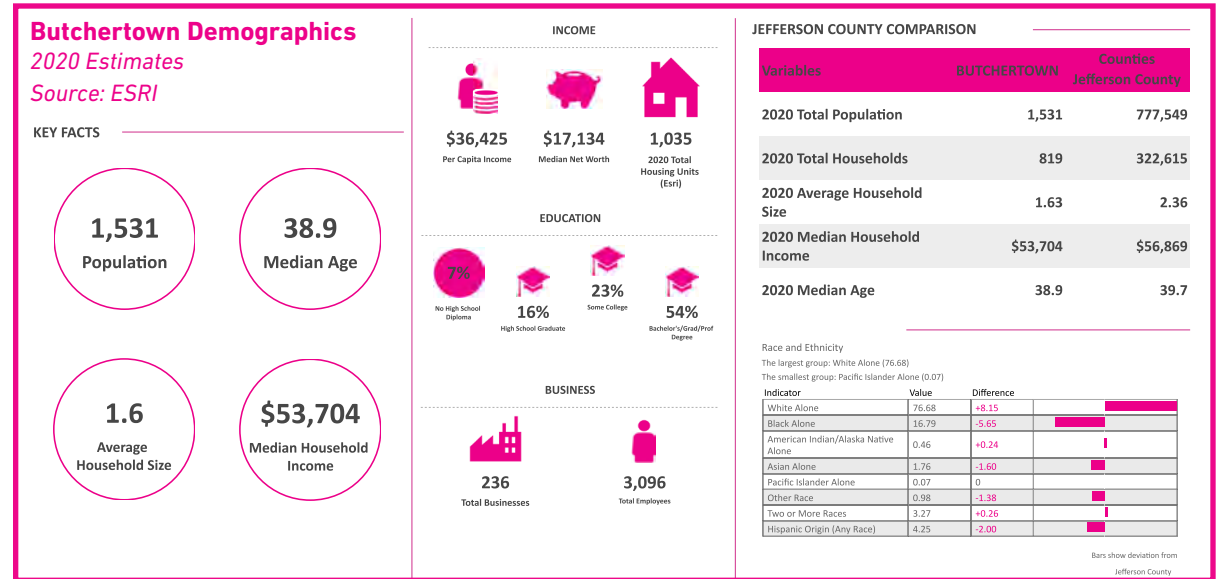
### Race & Income

While the overall area has a slight majority of Black residents, this racial group mostly resides in the Phoenix Hill neighborhood while Butchertown and NuLu are predominately White. Asian residents and those that identify with two or more races make up most of the remaining racial groups. The Phoenix Hill neighborhood also differs from Butchertown and NuLu with a lower median household income — 35% lower than Butchertown's.

## Neighborhood Demographics

### Butchertown

Butchertown is home to 1,531 residents and has added 787 residents since 2010. The anticipated 2025 population for Butchertown would add 134 new residents (1,665 total), representing a



**Population Growth**

The study area has added 1,473 Residents & 838 Housing Units since 2010.

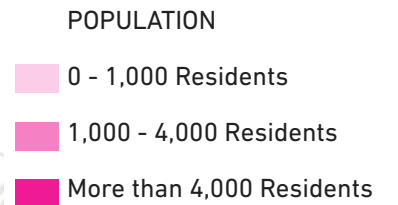
Most of the growth has occurred in Butchertown (787 Residents since 2010)

**Total Study Area:**  
**6,690 Residents**  
(Daytime Population: 16,252)

**Butchertown**  
**1,531 Residents**  
(Daytime Population: 2,952)

**Phoenix Hill**  
**4,924 Residents**  
(Daytime Population: 12,255)

**NuLu**  
**235 Residents**  
(Daytime Population: 1,045)

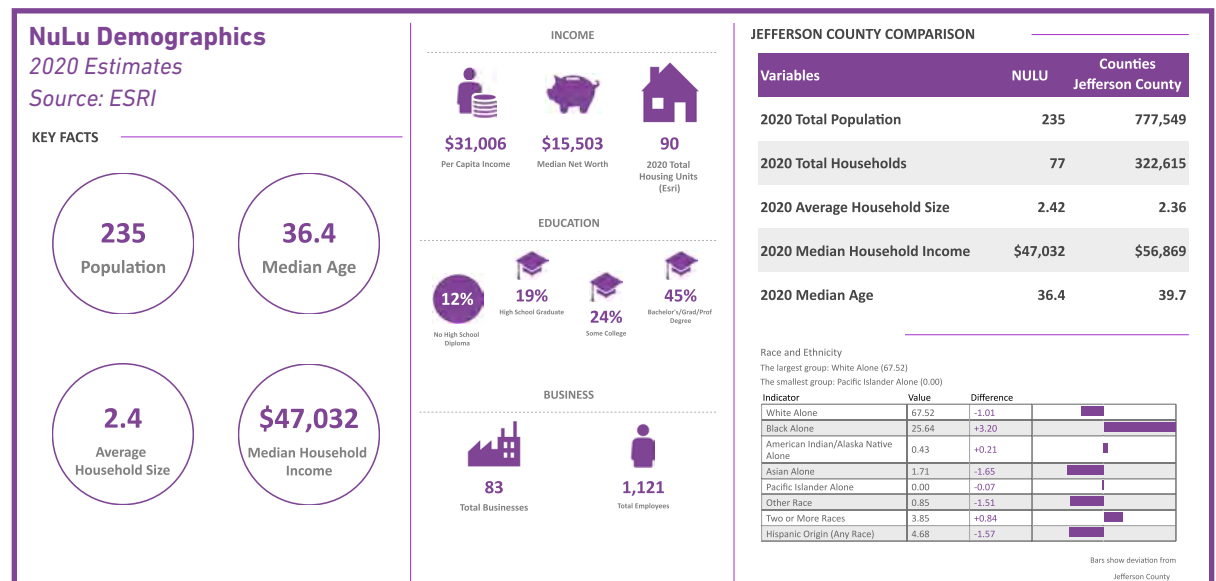
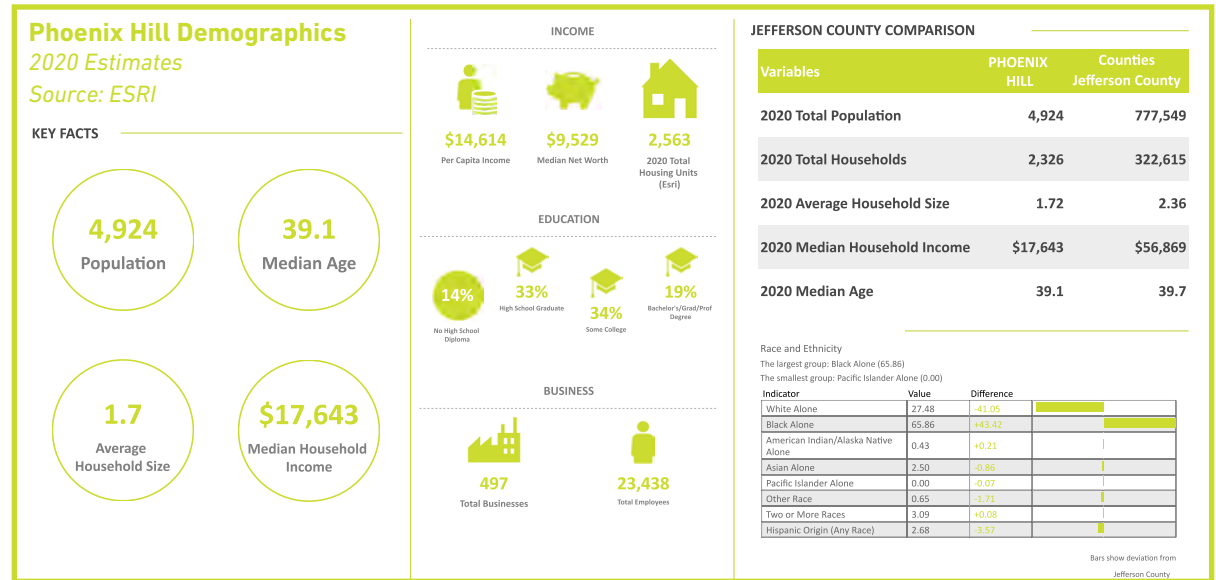


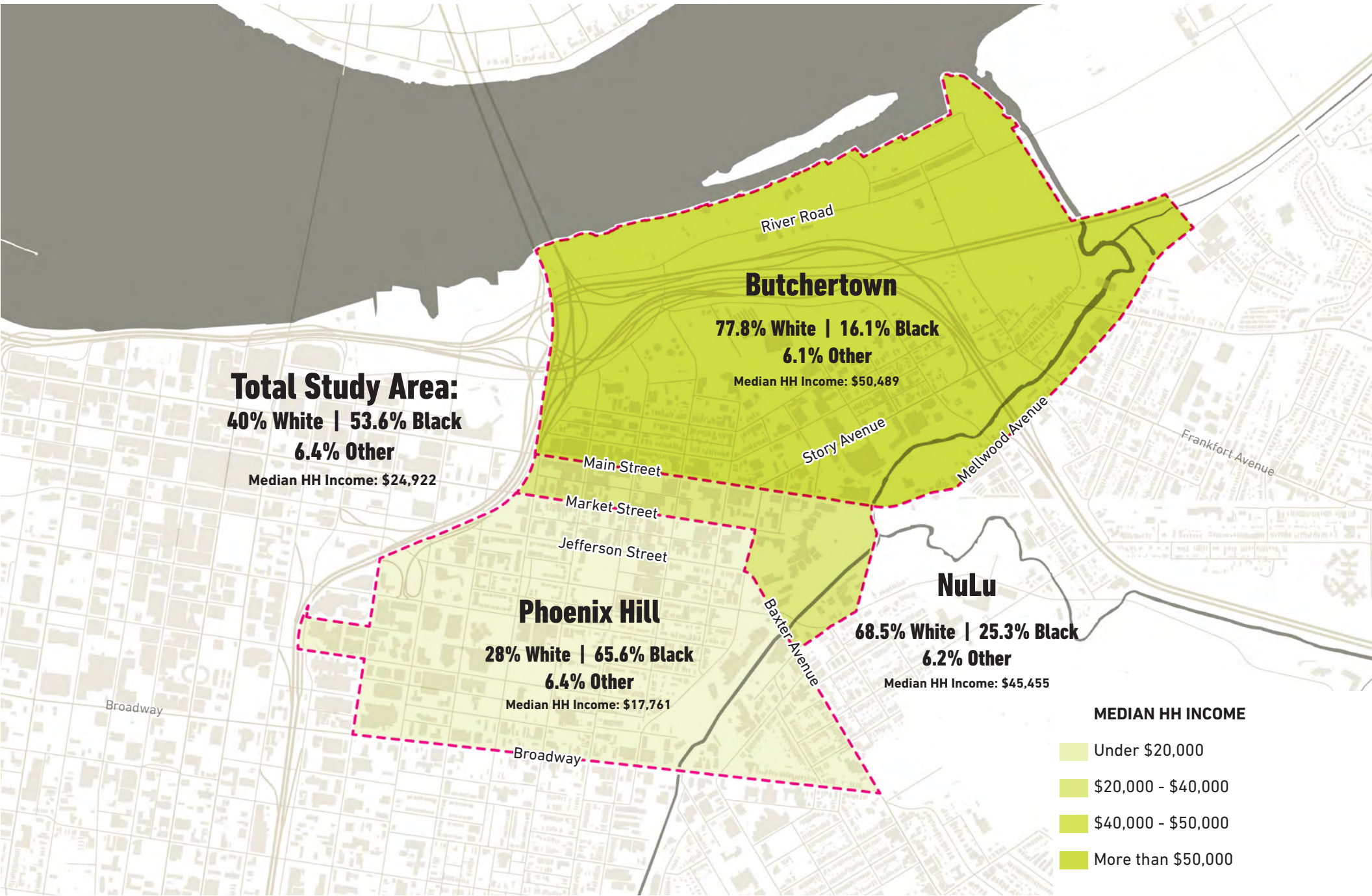
# Demographic Summary: Phoenix Hill & NuLu

Since 2010, the Phoenix Hill residential population has increased by 616 residents. The number of families increased by 58 in that time. Phoenix Hill has a similar population age to Butchertown with a 2019 median age of 39.1. The neighborhood would be projected to add 217 residents and 177 housing units by end of 2025. Currently, Phoenix Hill has the highest rate among the three areas of renter occupied homes at 83%, with 8% owner occupied and 9% vacant. These figures stay nearly the same over the next five years. Phoenix Hill is predominately made up by Black residents, unlike Butchertown and NuLu, and is projected to remain consistent in racial distribution over the next five years. Phoenix Hill's median household income of \$17,643 is significantly lower than median incomes for Butchertown and NuLu households.

## NuLu

NuLu is home to 235 residents and has added 70 residents since 2010. A total of 26 more residents are anticipated to settle here over the next five years. The NuLu population is younger than its neighboring areas with a median age of 36.4. Since 2010, the number of housing units increased by 64 units, and the number of families increased by 8. In 2020, 14.4% of housing units were vacant. The neighborhood is majority renter-occupied, with 65.6% rental occupancy and 20% owner occupancy. NuLu's racial makeup is similar to Butchertown's in that it is predominately White, though it has a slightly higher percentage of Black residents. The projected 2025 population shows a slight decrease in the percentage of White residents (3.4%) and 1.8% increase in Black residents.





**Total Study Area:**  
40% White | 53.6% Black  
6.4% Other  
Median HH Income: \$24,922

**Butchertown**

77.8% White | 16.1% Black  
6.1% Other  
Median HH Income: \$50,489

**Phoenix Hill**

28% White | 65.6% Black  
6.4% Other  
Median HH Income: \$17,761

**NuLu**

68.5% White | 25.3% Black  
6.2% Other  
Median HH Income: \$45,455

**MEDIAN HH INCOME**

- Under \$20,000
- \$20,000 - \$40,000
- \$40,000 - \$50,000
- More than \$50,000

# Form Districts, Zoning & Overlays

## Form Districts

Form Districts specifically regulate the design of permitted uses to ensure compatibility with adjacent uses and activities, adequate transportation access, and preservation of the public health, safety, and welfare.

- DT – Downtown Form District: These regulations are intended to create a compact, walkable, pedestrian-friendly downtown environment that serves residents and visitors through a variety of land uses. Dimensional standards are meant to ensure that buildings are an appropriate mass and scale and allow sunlight and air to reach the ground level.
- TN – Traditional Neighborhood Form District: This district type is focused on promoting development and redevelopment in a way that is consistent and compatible with community design elements of a traditional neighborhood. Design standards aim to establish a mix of uses that allow quality and convenient service to residents, while being sensitive to the neighborhood's character.
- TMC – Traditional Marketplace Corridor Form District: Located adjacent to traditional neighborhoods, these are major roadways that contain mostly older, pedestrian-scale development that offers a variety of commercial, office, institutional, and residential uses. Design standards promote development that reinforces the character and functionality of the corridor, alternative modes of travel, connections and compatibility between commercial development and nearby residential uses, and high quality design of individual sites.

## Zoning Districts

Butchertown, NuLu, and Phoenix Hill include pockets of residential zoning districts surrounded by commercial and industrial zoning among corridors. As seen on the map, the study area includes the following zoning uses:

- Commercial districts allow a full range of commercial uses, including temporary structures, as well as some institutional, parks and recreation uses. Single-family dwellings are not permitted in the more intense commercial districts.
- Enterprise Zone districts are generally a mix of commercial and industrial uses. Multifamily residential uses are allowed if they meet special standards, such as the adaptive-reuse of an underutilized structure, or if they are located in a traditional neighborhood, traditional marketplace corridor, traditional workplace or downtown form district. The study area includes these form districts.
- Residential multi-family districts permit a variety of residential dwelling types, and some institutional, park, and recreational uses.
- Office/residential districts permit a variety of dwelling types including short-term accommodations, and professional businesses, along with home offices, some institutional uses, care facilities, and parks, playgrounds, and community centers.
- Industrial/manufacturing districts allow for most light to heavy industrial uses, and restricts multifamily dwellings.
- The waterfront district includes some multi-family residential, office, government services, commercial, gathering spaces, and parks and recreational uses.

## Overlay Districts

The study area includes the following two overlay districts, each regulating specific design elements within their respective boundaries.

- Created in 2015, the NuLu Review Overlay District was established to enhance the appearance, sustainability, and economic vitality of the mixed-use district, while preserving and promoting the areas historic character. The overlay applies to any new development or redevelopment of buildings / sites within the overlay boundary. Design guidelines consider signage, awnings, public art, building design, site planning and parking, and historic buildings.
- The Waterfront Review Overlay District includes guidelines to ensure development enhances the scenic qualities available along the waterfront and is sensitive to the area's unique environmental qualities. The overlay describes appropriate design standards for buildings and sites, including elements like materials, landscaping, and streetscape elements.

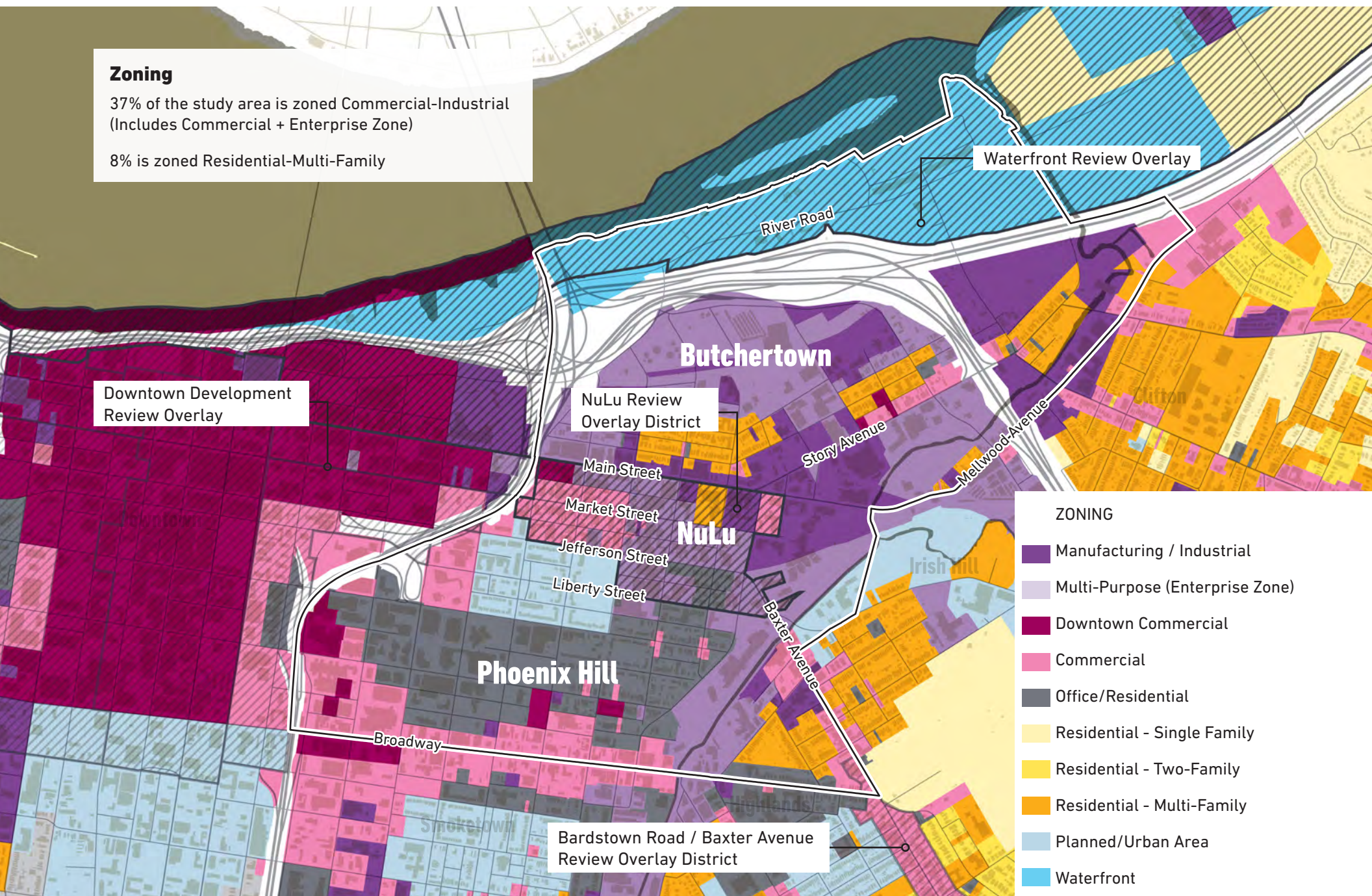


## Current Zoning & Overlays

### Zoning

37% of the study area is zoned Commercial-Industrial  
(Includes Commercial + Enterprise Zone)

8% is zoned Residential-Multi-Family



### ZONING

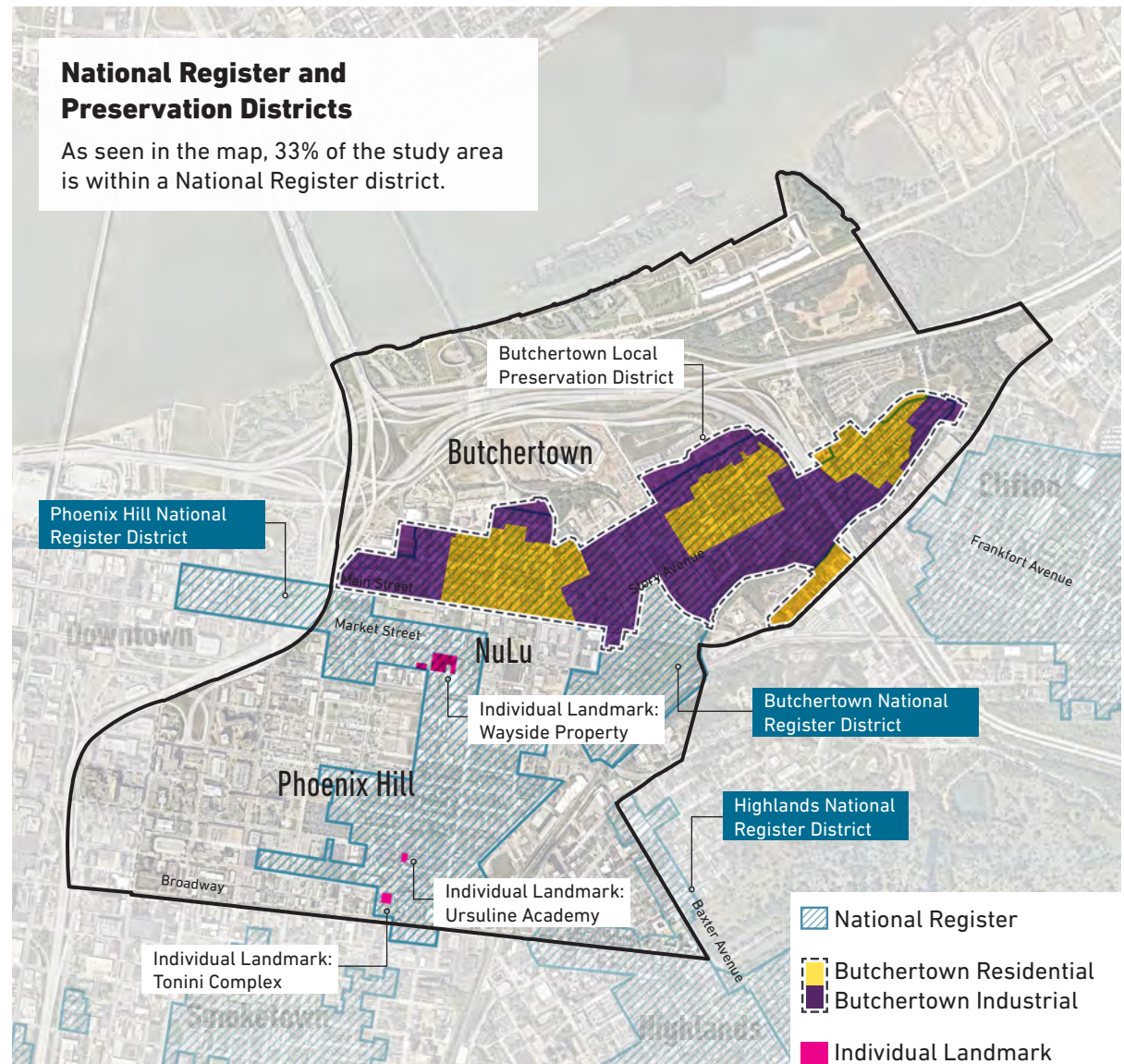
- Manufacturing / Industrial
- Multi-Purpose (Enterprise Zone)
- Downtown Commercial
- Commercial
- Office/Residential
- Residential - Single Family
- Residential - Two-Family
- Residential - Multi-Family
- Planned/Urban Area
- Waterfront

# Character: Historic Overlays and Land Uses

## Nat. Register and Preservation Districts

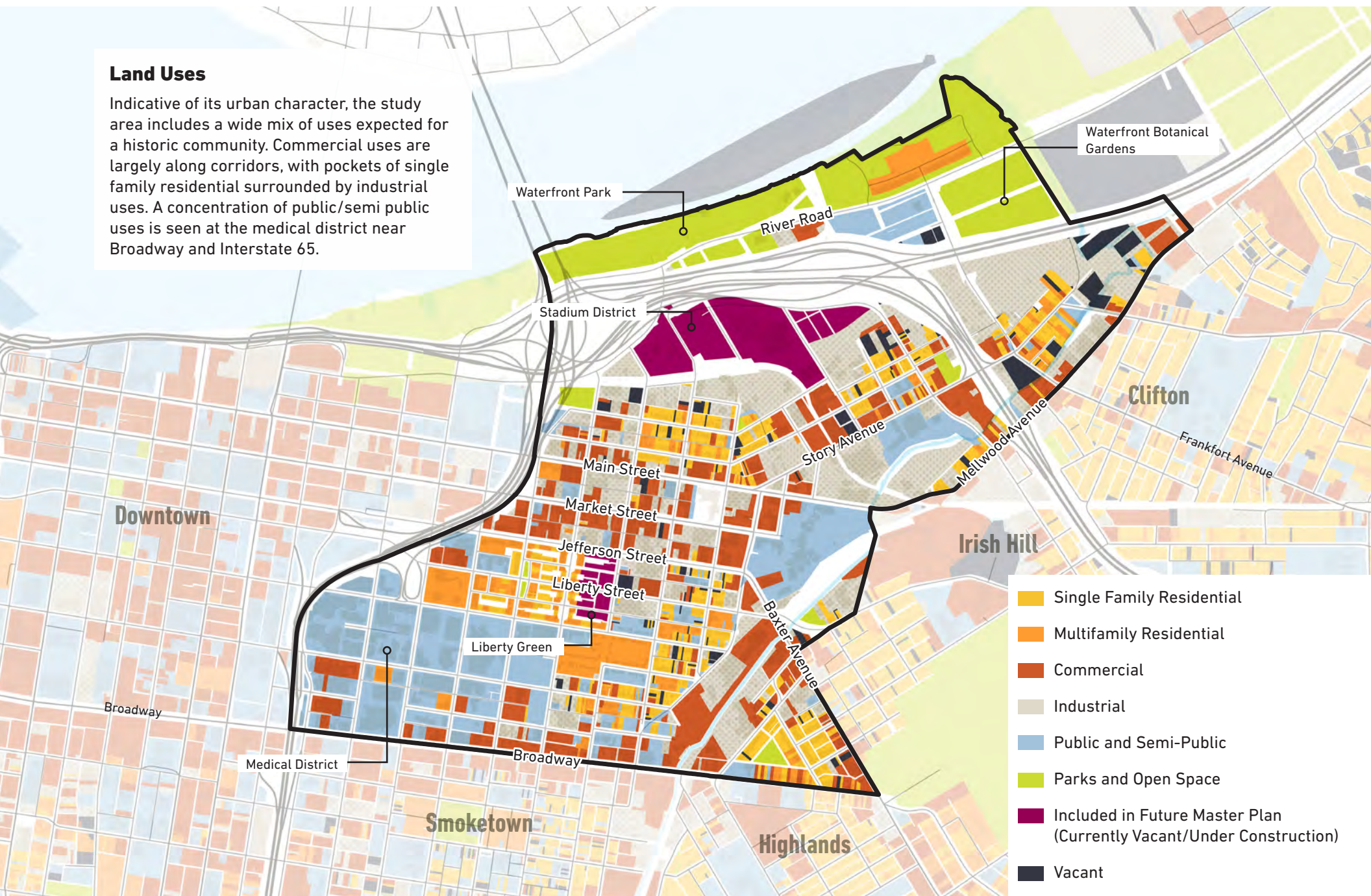
The study area includes one local preservation district that establishes a local design review process of exterior alterations, demolition, and new construction. This process is under the oversight of the Historic Landmarks and Preservation Districts Commission, and projects are evaluated by their adherence to approved Design Guidelines. Additionally, the study area includes three National Register Districts, which are federal designations and do not require a review for alterations. There are also three locally designated Individual Landmarks that require a local design review like the preservation districts.

- **Butchertown Local Preservation District:** Includes design guidelines for all properties and buildings, with specific guidelines for industrial development. Divides the boundary into residential and industrial character areas with respective guidelines for each.
- **National Register Districts:** Butchertown, Phoenix Hill, and Highlands. Historic Rehabilitation Tax Credits are available for redevelopment and maintenance of historic buildings in these districts.
- **Locally-designated Individual Landmarks:** Former Wayside Christian Mission Complex, The Cloister, and Tonini Complex are located in Phoenix Hill.



**Land Uses**

Indicative of its urban character, the study area includes a wide mix of uses expected for a historic community. Commercial uses are largely along corridors, with pockets of single family residential surrounded by industrial uses. A concentration of public/semi public uses is seen at the medical district near Broadway and Interstate 65.



- Single Family Residential
- Multifamily Residential
- Commercial
- Industrial
- Public and Semi-Public
- Parks and Open Space
- Included in Future Master Plan (Currently Vacant/Under Construction)
- Vacant

# Parks and Open Space: Current Facilities & Access

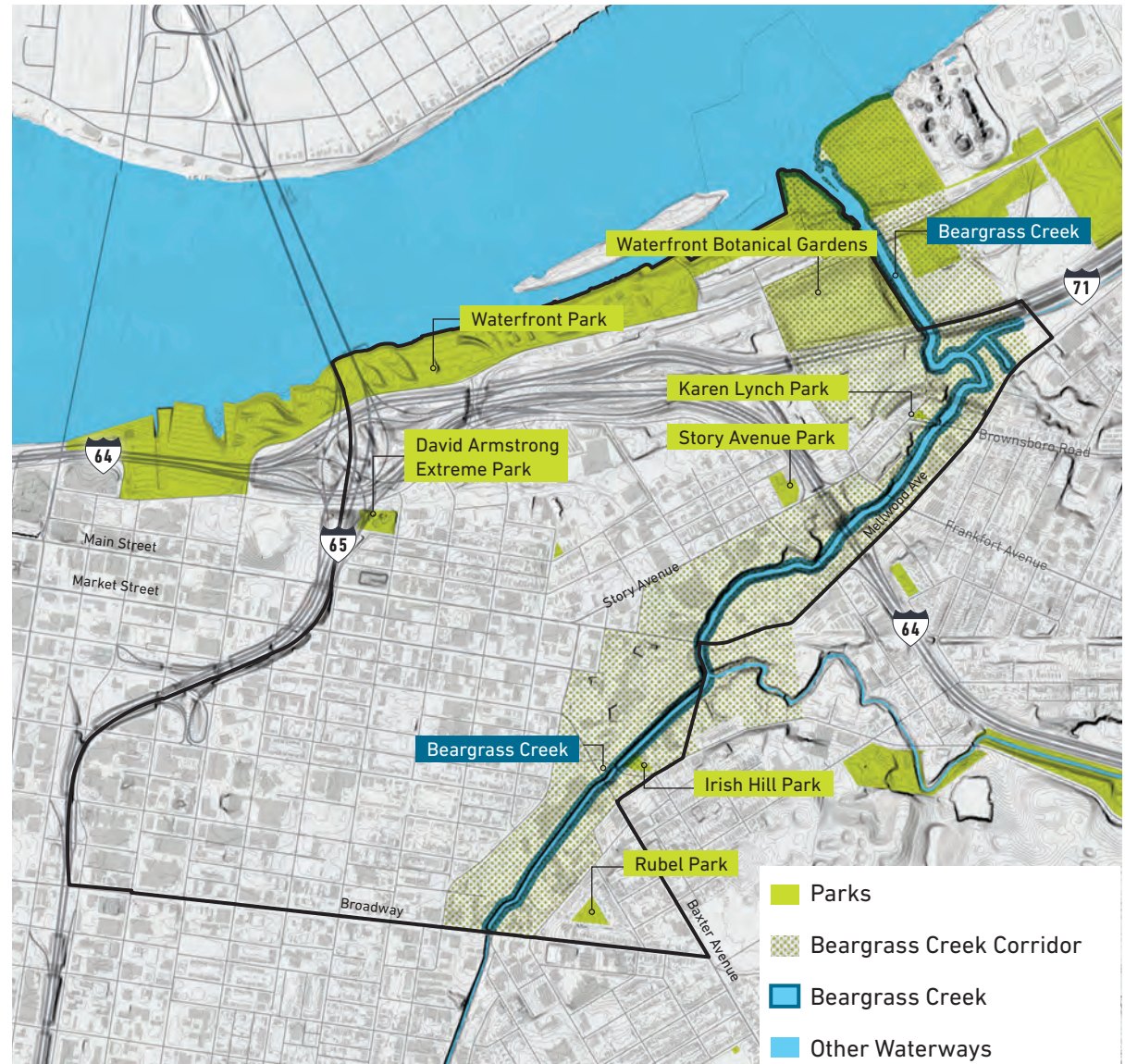
## Parks and Open Space

The study area's largest park and amenity is Waterfront Park, which occupies the northernmost edge of Butchertown. However, Waterfront Park has limited access south of River Road into the residential portions of the neighborhood, due in part to topography, rail lines, and an elevated highway. The recent addition of the Beargrass Creek Greenway alleviates this lack of connectivity, though terminates in Butchertown near Brownsboro Road.

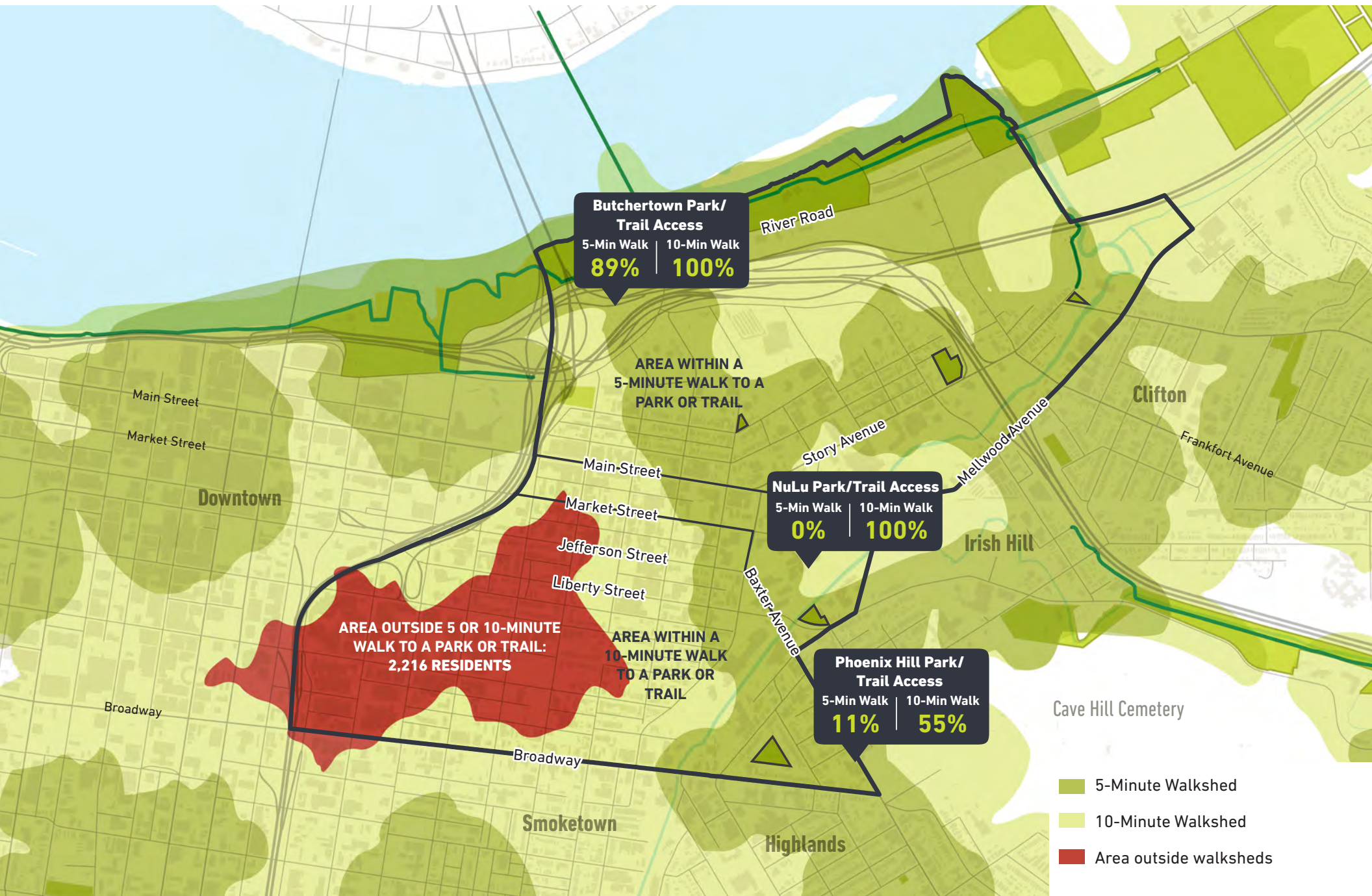
Elsewhere in the study area, small neighborhood parks provide green space, playgrounds, and small walking paths. These include Story Avenue Park, opened in 2018, Karen Lynch Park, opened in 2012, and Rubel Park in Phoenix Hill. David Armstrong Extreme Park, located near Spaghetti Junction, is a special use facility catering to a regional user base of skateboarding enthusiasts.

## Walkshed Analysis

A 10 park and trail access analysis determined how many study area residents are within a 5 or 10-minute walk from a park or trail. The results show that 100% of Butchertown residents are within a walkable distance to a park, while 2,216 Phoenix Hill residents (45% of neighborhood residents) are outside a 5 to 10 minute walkshed to a park or trail. These residents are located in the southwestern portion of Phoenix Hill, near the medical district and Liberty Green. Nonetheless, future improvements in Liberty Green, such as new pocket parks and green spaces, may serve some of these residents.



# Access to Parks & Trails



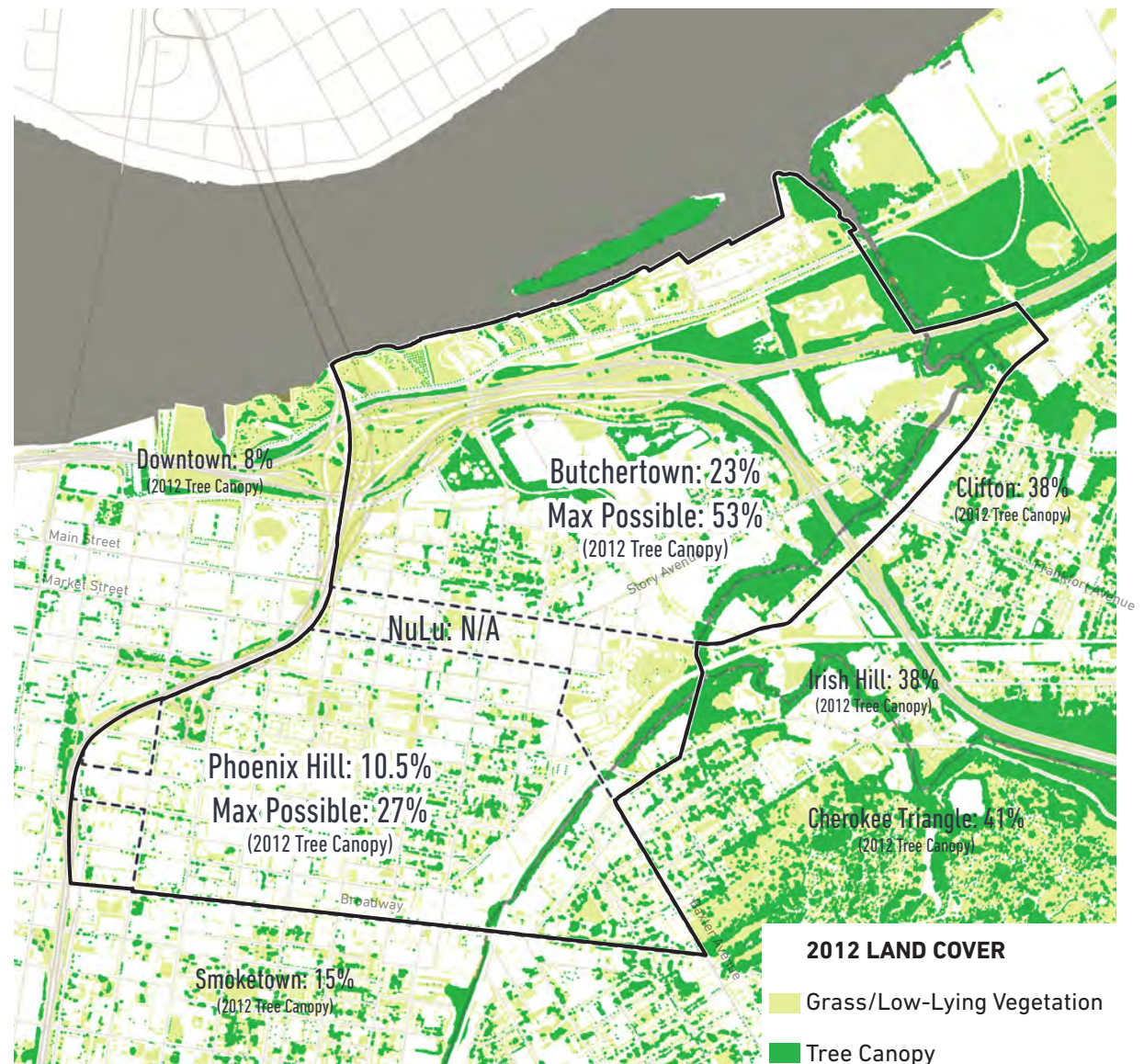
# Environmental: Tree Canopy & Flood

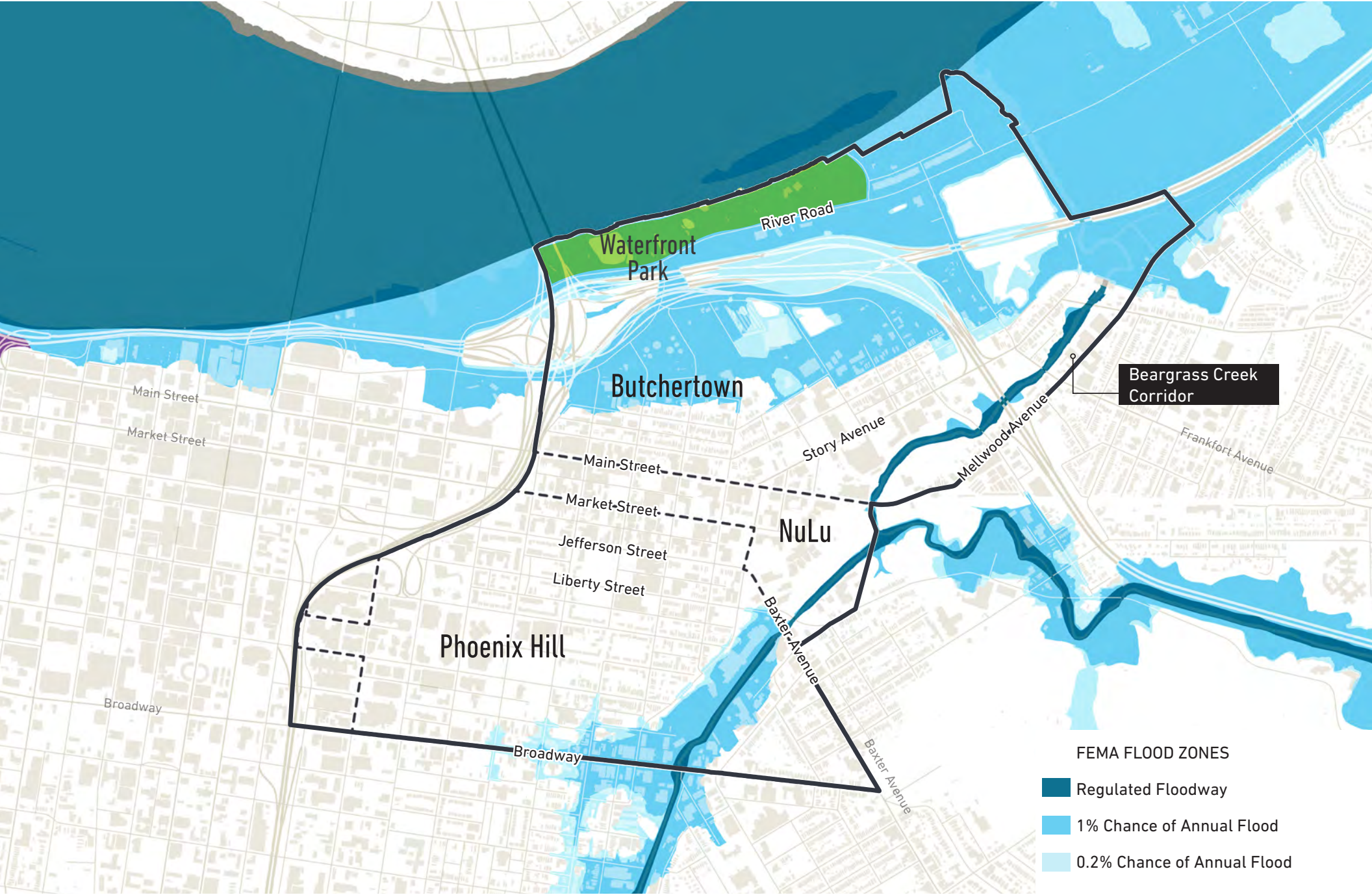
## Tree Canopy

The 2015 Urban Tree Canopy Assessment identified a 2012 citywide canopy of 37% - a number that is trending downward over time. As seen on the map, Butchertown has the highest tree canopy cover of the three communities, though still shows a significantly lower canopy cover than surrounding neighborhoods east of Beargrass Creek. At 10.5% canopy cover, Phoenix Hill has the lowest tree cover in the study area, and the fourth-lowest canopy cover in the city. Trees, for both Butchertown and Phoenix Hill, are concentrated in single-family residential pockets and along the Beargrass Creek Corridor. NuLu's boundary was not summarized in the 2015 study, though visually shows low tree cover with the exception of the area near Beargrass Creek.

## Flood Zones

Located along the Ohio River, 30% of the study area is within FEMA's 1% annual chance of flood zone. Most of the flood-prone areas are concentrated in the northern portions of Butchertown, north of the flood wall. The Beargrass Creek corridor south of Baxter Avenue includes a significant flood-prone area that extends to Broadway. These flood-prone areas may restrict or complicate future development in the fastest-growing portions of Butchertown, and along Beargrass Creek.





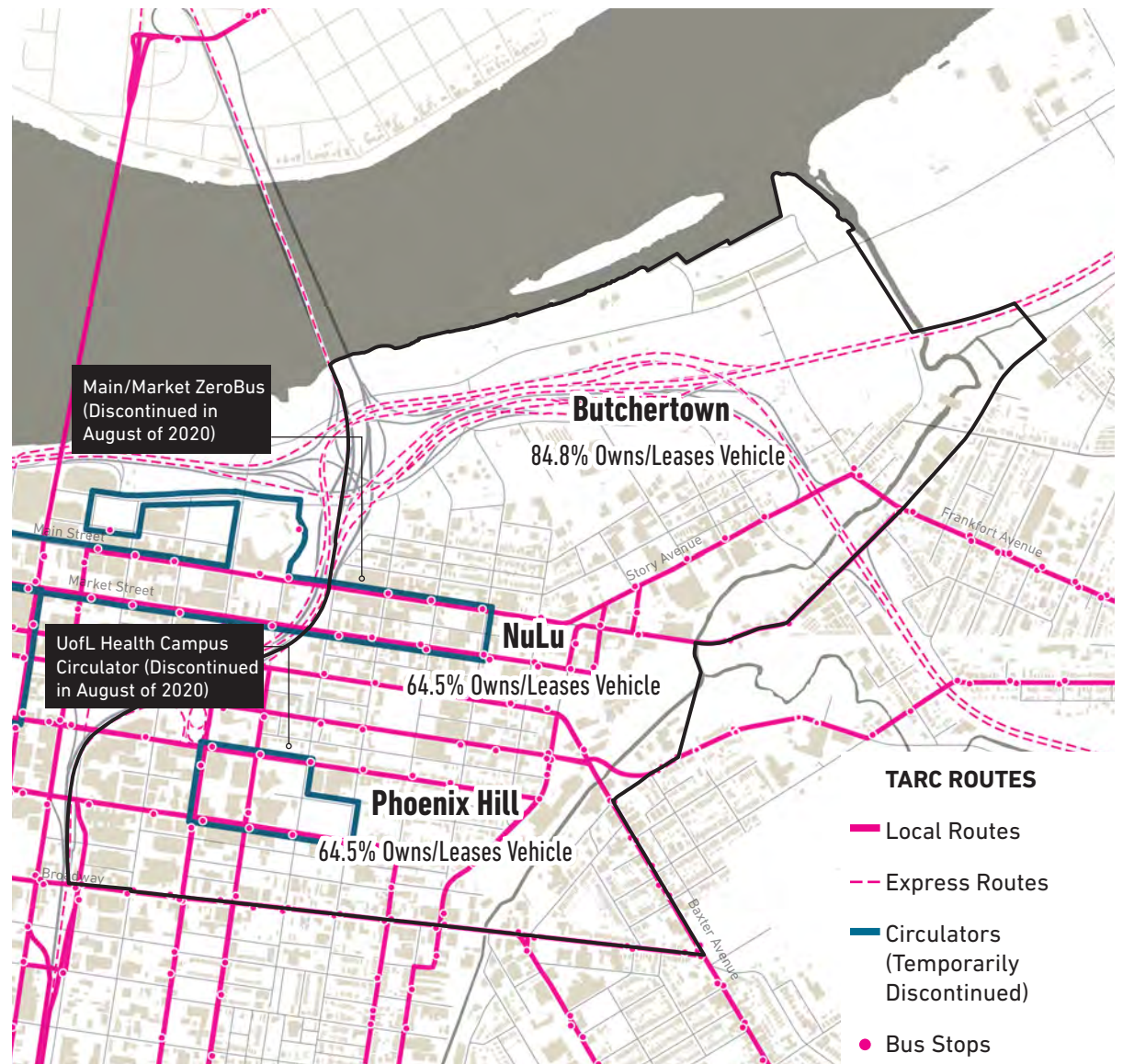
# Connectivity: Walkability & Transit

## Transit

The study area is served by various Transit Authority of River City (TARC) routes, most of which are along east-west corridors and have multiple stops. Though regional destinations, Waterfront Park, the Waterfront Botanical Gardens, and the Lynn Family Stadium are not served by transit lines or circulators. Vehicle ownership rates are highest in Butchertown, and lowest in Phoenix Hill/ NuLu. TARC's Main/Market Circulator, discontinued in August of 2020 due to budget constraints, was a free service providing a connection between downtown and NuLu, and may return in the future. Also discontinued in 2020 was a circulator route serving the University of Louisville Medical campus.

## Walkability

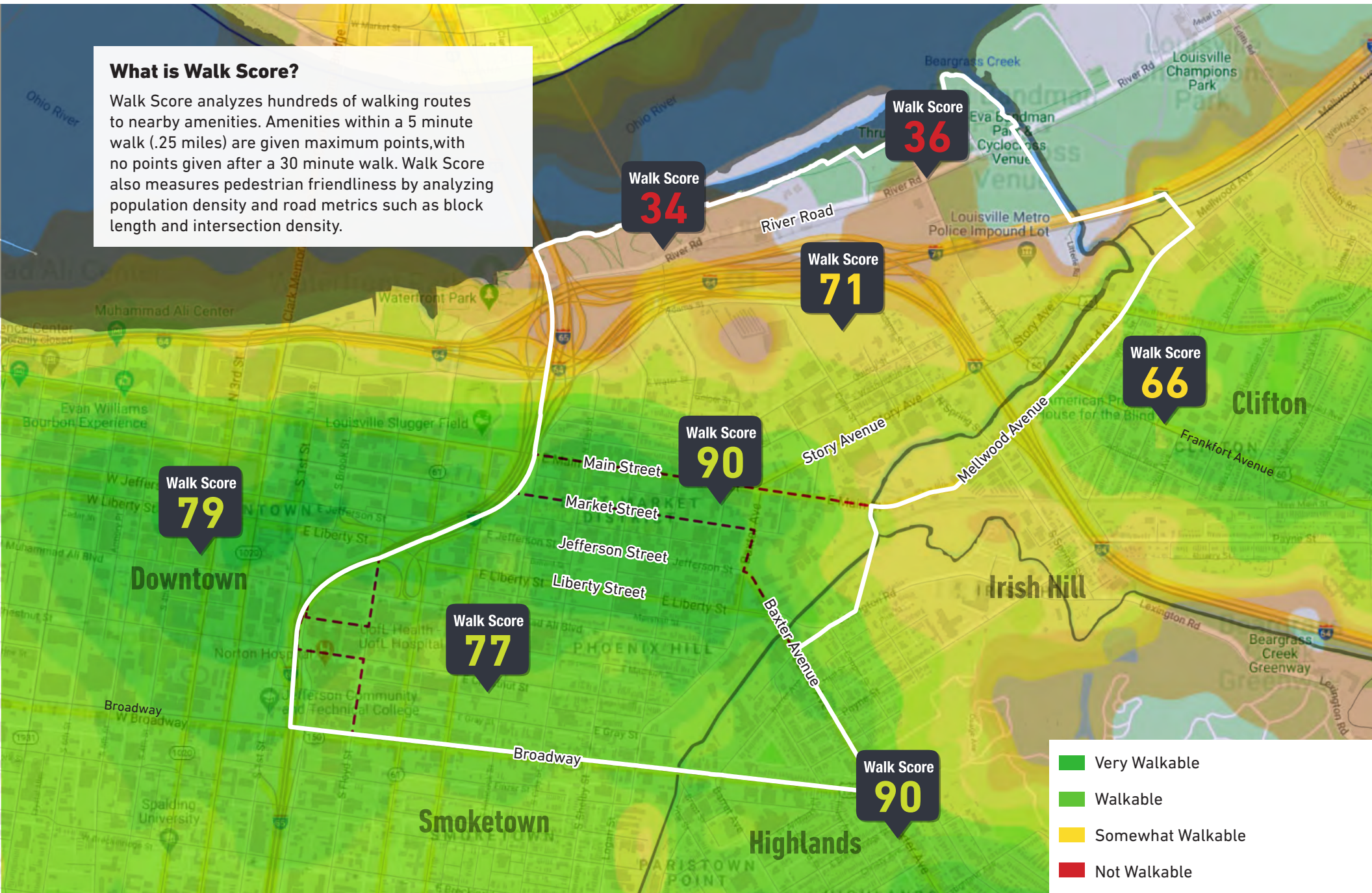
As urban neighborhoods, Butchertown and Phoenix Hill exhibit patterns that tend to lead to a high degree of walkability: a high concentration on intersections, relatively small block sizes, and a concentration of amenities and services. As shown in the map on the following page, a Walkscore.com heat map illustrates the most and least walkable portions of the study area. This analysis reveals isolated pockets of high walkability along Main Street, Market Street, and Baxter Avenue. Walkability decreases significantly on the northern edges of Butchertown, where access is limited and there is a high concentration of industrial uses. Phoenix Hill's walkability hinges on its proximity to Market Street, Baxter Avenue and downtown. These destinations, though within a walkable distance to Phoenix Hill residents, tend to have physical barriers that may persuade residents from walking, such as highway underpasses, wide streets, and railways.





**What is Walk Score?**

Walk Score analyzes hundreds of walking routes to nearby amenities. Amenities within a 5 minute walk (.25 miles) are given maximum points, with no points given after a 30 minute walk. Walk Score also measures pedestrian friendliness by analyzing population density and road metrics such as block length and intersection density.



[ 03 ]

# Community Vision



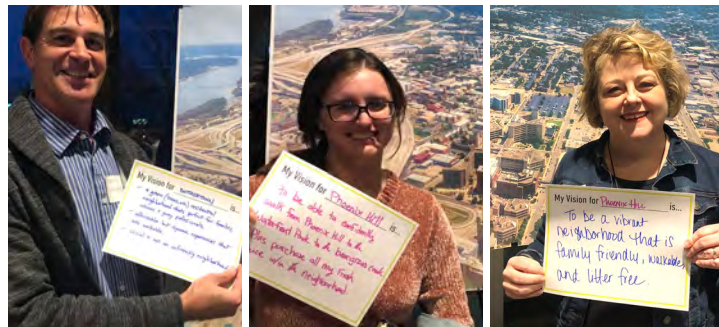


# How We Engaged

## Types of Engagement

In order to gather as much community feedback as possible this planning process included the elements listed below. Though this process was challenged by a global pandemic preventing in-person engagement, the planning team continued to engage residents and stakeholders via alternate methods.

- **A stand-alone project website ([www.BPNplan.com](http://www.BPNplan.com))** to spread project knowledge and inform the community about the plan's progress, visited by more than 1,400 users.
- **Two online surveys** that garnered 425 responses total from residents and visitors (400 responses in survey 1, 25 in survey 2).
- **A highly engaged Neighborhood Advisory Group**, meeting regularly with interactive workshops and representing businesses, institutions, and residents.
- **A neighborhood canvassing** where the planning team was joined by volunteers to go door-to-door in Phoenix Hill and engage with residents.
- **Online Stakeholder discussions** to learn about resident, business and institutional priorities, concerns and opportunities.
- **A public workshop**, held at the Waterfront Botanical Garden that attracted over 55 residents, and resulted in a rich understanding of the study area as perceived by the community.
- **An online engagement page with narrated presentations** and videos sharing the plan's recommendations, launched in May of 2021.
- **Two outdoor pop-up events** in Phoenix Hill, held in July of 2021 and attended by 30 residents, to gather additional feedback and share the plan's recommendations.



## Public Workshop 1 Results



# What We Learned: Online & Door-to-Door

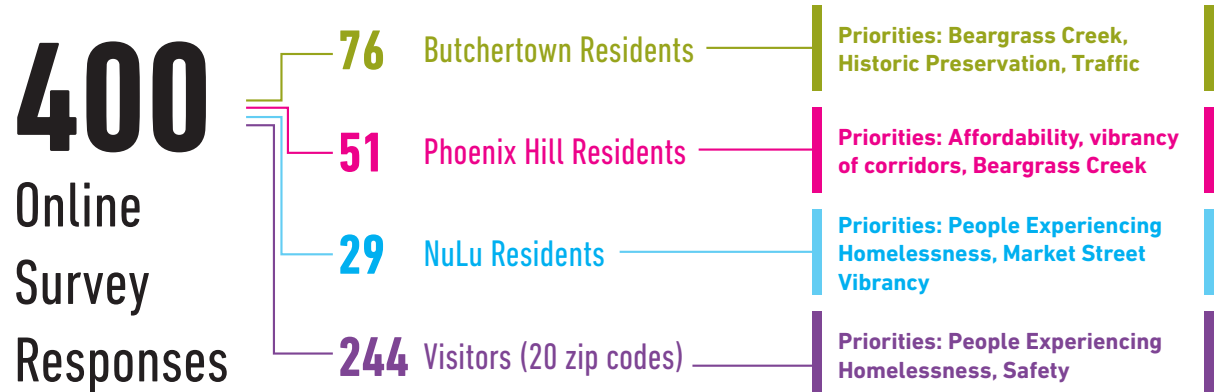
## Online Survey

Conducted between December 2019 and January of 2020, our online survey attracted 400 responses from residents and visitors. The survey asked different questions depending on the respondent's stated residence of Butchertown, Phoenix Hill, NuLu or outside the study area. Our main findings include:

- **Beargrass Creek** is an exciting opportunity to revitalize an underutilized part of the study area.
- **Most residents are concerned with a growing affordability gap in the area**, and worry that residents will be displaced by increasing rents, especially in Phoenix Hill.
- **Residents want more community-serving amenities**, such as a grocery store, and would like to increase walkability and bike connectivity.
- **Visitors are attracted to the area's vibrancy** because of restaurants/bars and Waterfront Park, and are likely to visit more often once the soccer stadium opens.

## Phoenix Hill Canvassing

Despite having the largest population, Phoenix Hill residents answered our online survey in smaller proportions than Butchertown and NuLu residents. As such, the planning team was joined by volunteers and went door-to-door asking residents about their concerns, priorities, and hopes for their neighborhood. Undertaken on a Friday afternoon, the planning team targeted residential portions of the community, and left behind an informational flyer about the planning process.



# What We Learned: Strengths

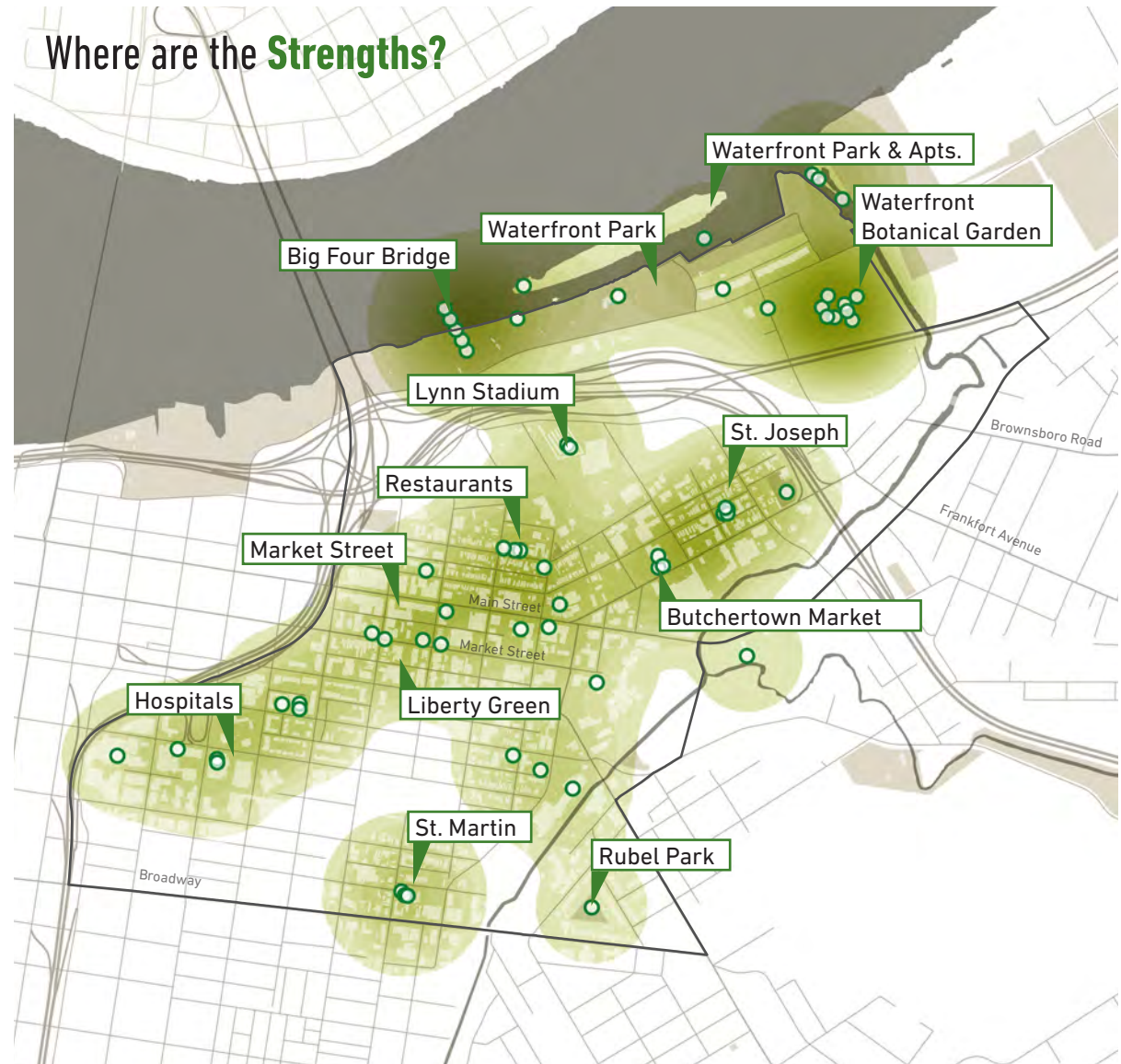
## Strengths, Issues and Opportunities Activity

An integral part of the planning process involved asking residents, stakeholders and our Neighborhood Advisory Group their perception of the study area's strengths, issues and opportunities. The following pages summarize our main findings, and represent hundreds of comments and conversations. Overall, the main finding is that these three communities are unique urban destinations with a tremendous amount of opportunity to both preserve authenticity and build on existing assets.

## Strengths

Participants were asked where the study area's strengths are located. The findings illustrate pockets of destinations divided by physical barriers, such as highways, railways, or underutilized properties.

- Destinations and attractions, such as the Botanical Gardens, Waterfront Park, Butchertown Market, and the Big Four Bridge.
- NuLu/Butchertown entertainment area between Market Street and Washington Street.
- Lynn Family Stadium, the future district it will anchor, and the new visitors/residents and growth it will fuel.
- Hospitals and associated employment.
- Historic churches, homes and streets in Butchertown and southwestern portion of Phoenix Hill.
- Residential Areas around Liberty Green and Rubel Park



***"I don't think industrial properties are inherently issues.***

Ultimately a neighborhood needs to blend housing, jobs, goods, and services in a connected way that improves peoples lives. Industry can be a part of the equation if it is not disruptive to their neighbors."

**RESIDENTS, STAKEHOLDERS AND OUR NEIGHBORHOOD  
ADVISORY GROUP THEIR PERCEPTION OF THE STUDY  
AREA'S STRENGTHS, ISSUES AND OPPORTUNITIES**

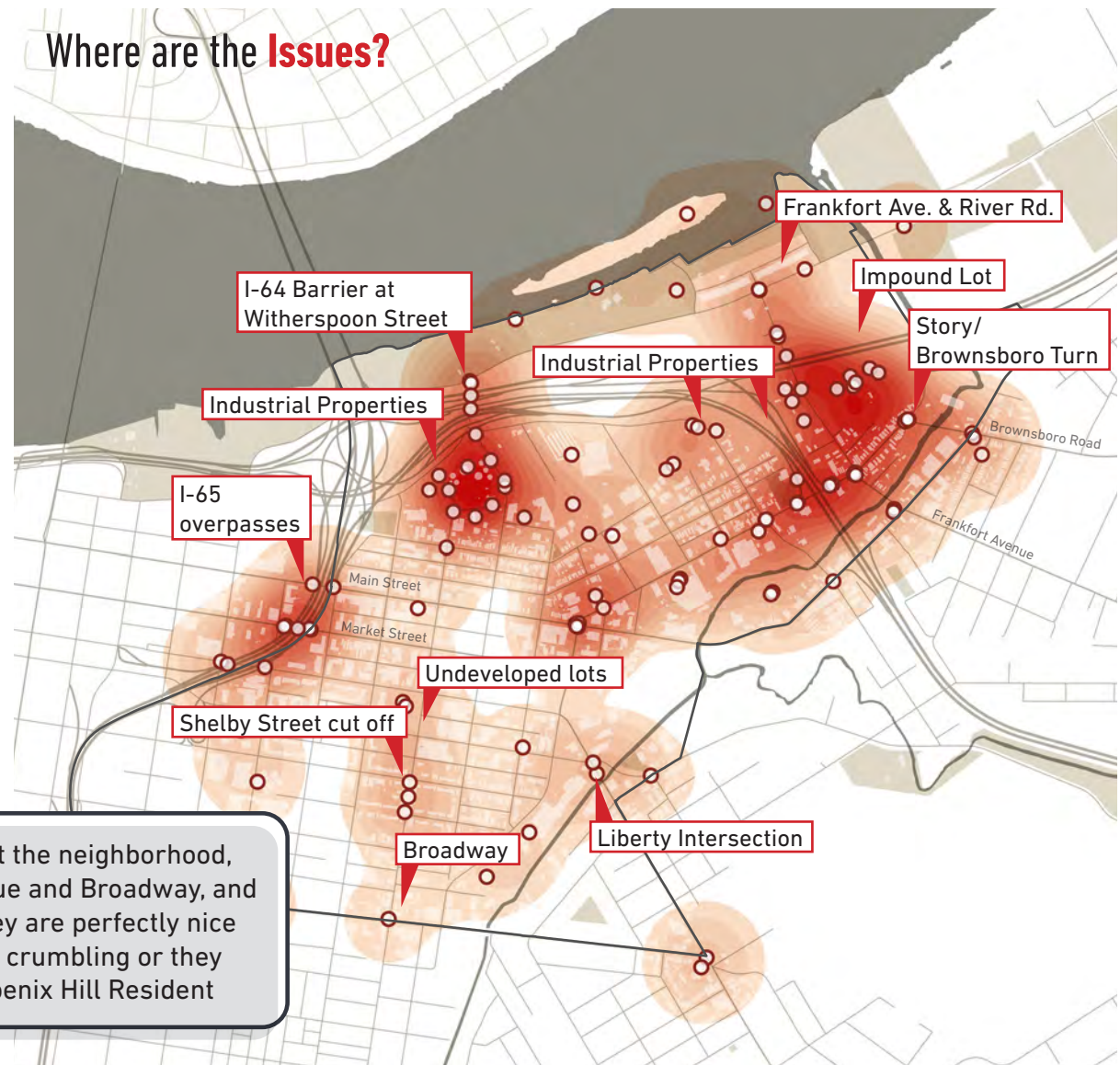
***"I think there will be new unforeseen opportunities*** and the plan needs to be flexible enough to allow for the genesis and expansion of unknown changes to the way people live in the future."



# What We Learned: Issues & Opportunities

## Issues

- Underutilized properties, some of which are located at important thresholds. For instance, the impound lot and some industrial uses between Butchertown residential areas and the emerging soccer stadium district.
- Highway barriers created by Interstate 65 and Interstate 64, with a significant barrier at Witherspoon Street. As one of few connections to Waterfront Park from Butchertown, this connection is crucial to connectivity.
- Confusing intersections that are often too wide and located at gateways into the study area, such as the intersection of Main Street/Story Avenue and Baxter Avenue, multiple intersections on Story Avenue, and the intersection of Baxter Avenue and Liberty Street.
- Connectivity/walkability issues throughout the study area and along major corridors, such as sidewalks conditions, lack of crossings, and uninviting streetscapes.



“...there is a lot of trash and litter throughout the neighborhood, traffic moves too quickly along Baxter Avenue and Broadway, and the sidewalks need work. In some areas, they are perfectly nice but others are not well lit, the sidewalks are crumbling or they just don't feel like safe areas to walk.” - Phoenix Hill Resident



WE ASKED: WHAT ARE YOUR TOP CONNECTIVITY IMPROVEMENTS?

24 Votes  
Sidewalk Improvements/Gaps

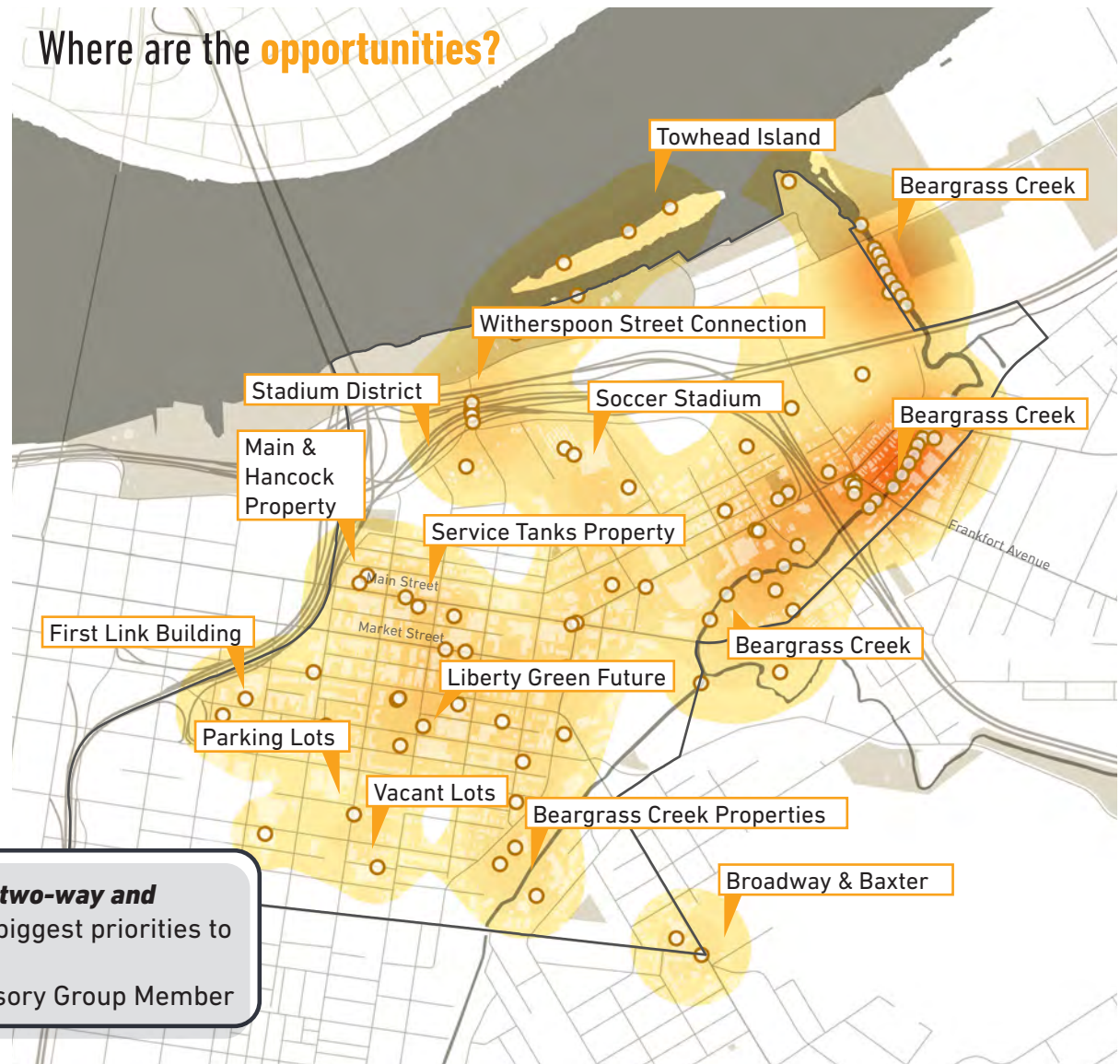
23 Votes  
Improved Intersections

18 Votes  
Improved Transit Connection

**Opportunities**

- Beargrass Creek and surrounding properties on both sides of the creek along the entire span of the study area, that can be transformed into a greenway with a naturalized creek.
- Continue to develop and build new residential around the soccer district, Main Street, and around Liberty Green to bring in new residents.
- Prioritize converting underutilized parcels into mixed-use with retail and residential.
- Improve connections at intersections with issues, to enhance walkability and allow for better pedestrian access into the neighborhood, such as the Witherspoon connection to Waterfront Park.
- Convert one-way streets to two-way to slow down cars, increase walkability, and support retail.
- The study area is missing a central gathering area that functions as a plaza or park.
- There is a need for more public art and placemaking, especially at underpasses and underutilized properties.
- Activate the vacant 1936 Letterle Pump Station on the Butchertown Greenway.

Where are the **opportunities?**



***“The Beargrass Creek enhancements and the two-way and multimodal street improvements are the two biggest priorities to further enhance the neighborhood.”***

- Neighborhood Advisory Group Member

# Five Goals | One Community

The following five goals were developed from the public engagement conducted through this planning effort. They synthesize the main take-aways from hundreds of comments, ideas, and conversations with residents, stakeholder, business owners, and visitors. General in nature and overlapping in content, they represent five large categories of “What We Heard” from the public and are directly related to Plan 2040s CHASE Principles. These goals provide a snapshot of the community’s understanding of the study area, their vision for its future, and their priorities for the next ten years of improvements. The goals were used as the foundation for this plan’s vision statement, objectives and recommendations, and are as follows:



## Improve connections for all modes:

Connectivity is a major issue for Butchertown, Phoenix Hill and NuLu residents. Though located in the heart of Louisville between downtown and the Highlands, a series of physical barriers currently hinder connectivity for pedestrians, bikers, and transit riders. The recent discontinuing of the ZeroBus Circulator further exacerbates the lack of walking and biking connections. Connectivity improvements should target corridors that enhance north-south travel, slow vehicular traffic, and improve a walkable and bikable environment.



## Guide growth to support livability:

As a growing area with no shortage of planned and proposed developments, these three communities will continue to grow and add more residents, businesses, and visitors. New developments should strive to increase livability by minimizing parking, increasing green space, adding neighborhood services and amenities, addressing contextual relationships to existing buildings, and continuing to support the adaptive-reuse of historic structures. Additionally, growth complementing the medical district can also create a better relationship between residential areas and hospital campuses.



## Continue to be authentic and unique:

Butchertown, Phoenix Hill and NuLu are three distinct communities, each with their own sense of place and personality. Though new developments and residents will continue to transform the area, the artistic and funky “vibe” that made these distinct areas desirable should be preserved and expanded. As such, the study area’s multi-faceted personality and culture should be stressed into new and existing developments and residential areas through public art, placemaking and activation.



## Promote a green neighborhood and Beargrass Creek:

The transformation of Beargrass Creek into a world-class greenway and destination is one of ideas the community provided for how to “green up” their neighborhoods, and create a meaningful pedestrian and bike connection between Butchertown, Phoenix Hill and NuLu. Improving the declining tree canopy, incorporating green infrastructure into existing systems, supporting adaptive-reuse, and improving multi-modal connectivity are various solutions we heard during the engagement process. The message was clear: make this a “green” neighborhood.



## Be welcoming to all families and individuals:

Areas of high-growth often redevelop at the expense of longtime residents. While new developments bring in investments, job opportunities and new businesses, they can also increase median rents that force longtime renters out of the community. The trend in increasing property values gradually prices out lower income residents and small businesses out of the community. Residents and neighborhood leaders expressed that equity and affordability should be paramount to the ten-year vision of this community. While new developments are beneficial, stakeholders indicated they ought to be beneficial to everyone.

# Plan Goals: The framework that guides our recommendations



Improve connections for all modes



Guide growth to support livability



Continue to be authentic and unique



Promote a green neighborhood and Beargrass Creek



Be welcoming to all families and individuals

## CHASE Principles

Connectivity, Health, Authenticity, Sustainability and Equity

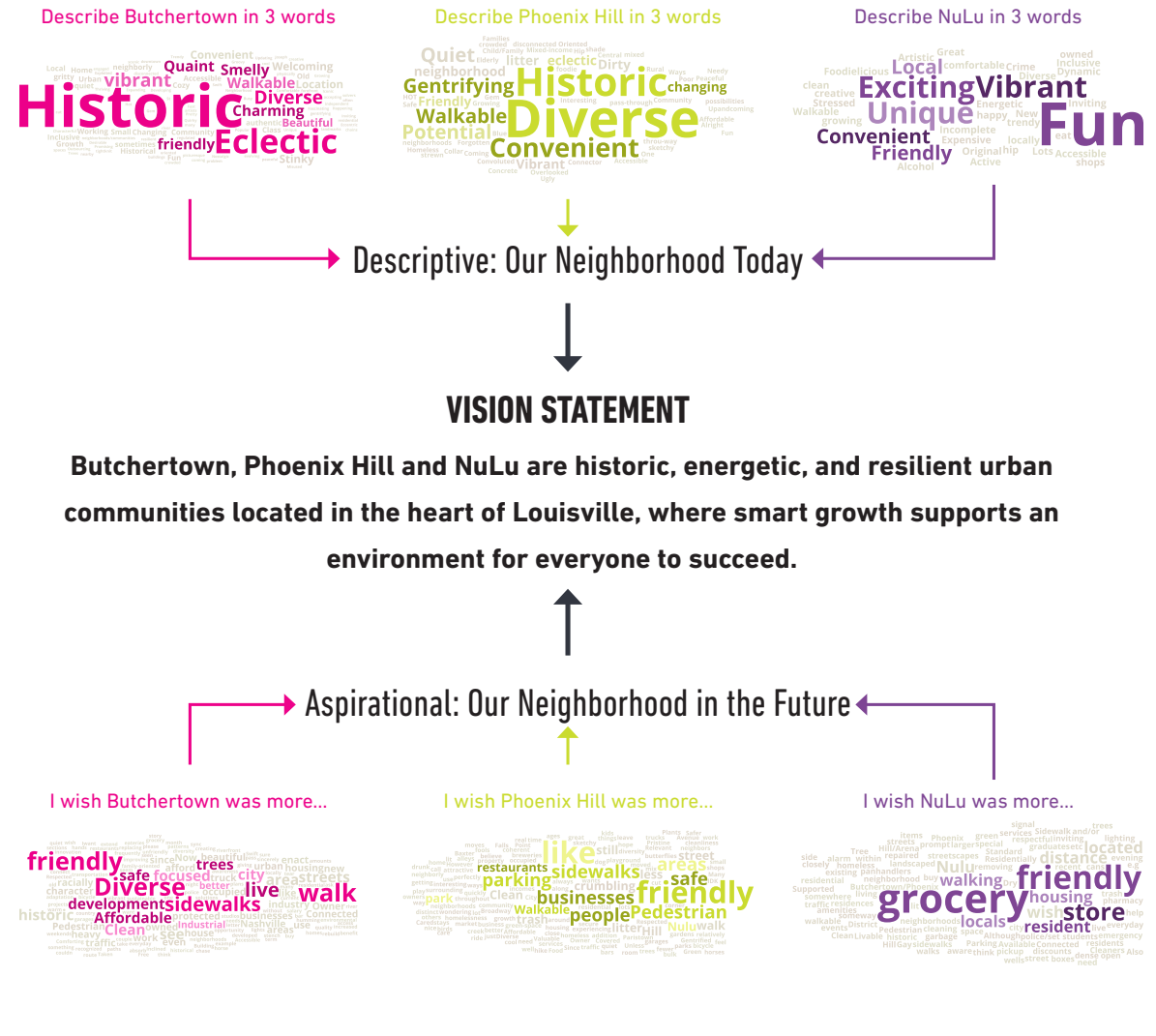
# Vision Statement

A vision statement is a simple and succinct message that summarizes the community's vision for the future of their neighborhood. Though brief, it represents a community voice authored by hundreds of comments, ideas, concerns, and messages received through meetings, community conversations and our online survey. Established at the onset of the plan after hosting a public meeting and conducting a public survey, this statement gives clarity to the plan's intent and guides the development of the plan components and their respective recommendations.

Butchertown, Phoenix Hill & NuLu are...

- **Historic and energetic:** What makes these communities authentic is their sense of place as historic neighborhoods and the vibrancy that results from the area's bars, restaurants, and destinations.
- **Resilient urban communities:** As evident in a global pandemic, resilience is paramount to a successful community. Residents' commitment to sustainability and a "greener" Beargrass Creek will support a more resilient community.
- **In the heart of Louisville:** The study area is located in Louisville's urban core, and is a significant nexus between downtown and Louisville's eastern neighborhoods.
- **Supporting Smart Growth:** The area's desirability is leading to new construction and development. These developments should strive to create a more livable community and amplify, not diminish, existing assets.
- **An environment for everyone to succeed:** As racially and economically diverse communities, residents expressed a commitment to maintain affordability and ensure equity.

## Developing our Vision Statement





Promote a green neighborhood and Beargrass Creek

Butchertown, Phoenix Hill and NuLu are **historic, energetic, and resilient urban communities** located **in the heart of Louisville**, where **smart growth** supports an environment for **everyone** to succeed.



Guide growth to support livability



Improve connections for all modes



Be welcoming to all families and individuals



Continue to be authentic and unique

[ 04 ]

# Plan Components





# The Plan Components

## The Plan Elements

A compilation of public comments, ideas and vision, the following plan components provide an action-oriented vision for the study area. This plan includes the following four components, listed below and detailed in the following pages with their accompanying goals, objectives, and action items.

**Land Use and Community Form:** Describes how the community would like to see future growth and development occur, and how policies can achieve these outcomes.

**Mobility:** Sets a vision for a connected and multi-modal network of streets, alleys, and trails.

**Beargrass Creek:** A community priority, this component includes a roadmap to transform Beargrass Creek into a world-class regional greenway.

**Affordability and Equity:** Facing development pressure, these neighborhoods will continue to add new housing and amenities. This growth must occur in a way that benefits everyone.

## How to Read this Chapter

Each Component is divided into various Goals, which establish a general and broad aspiration for the community. Each subsequent objective and action item add detail and specificity to attain the goal. Action items provide the most detail, and are assigned timeframes for implementation in the matrix located in the next chapter.

**LU Component:**  
(Land Use) Broad in scope and applicability - a unifying theme or topic.

**LU1 Goals:**  
A general guideline that explains what we want to achieve in our community.

**LU1.1 Objectives:**  
Defines specific strategies to attain goals.

**LU1.1A Action Items:**  
**LU1.1B** Implementation steps with measurable outcomes, within a specified timeframe.  
**LU1.1C**

Public Engagement  
and Existing Conditions



What We Learned



Vision Statement



Plan Component:  
**LU (Land Use)**



Goals:  
**LU1**



Objectives:  
**LU1.1**



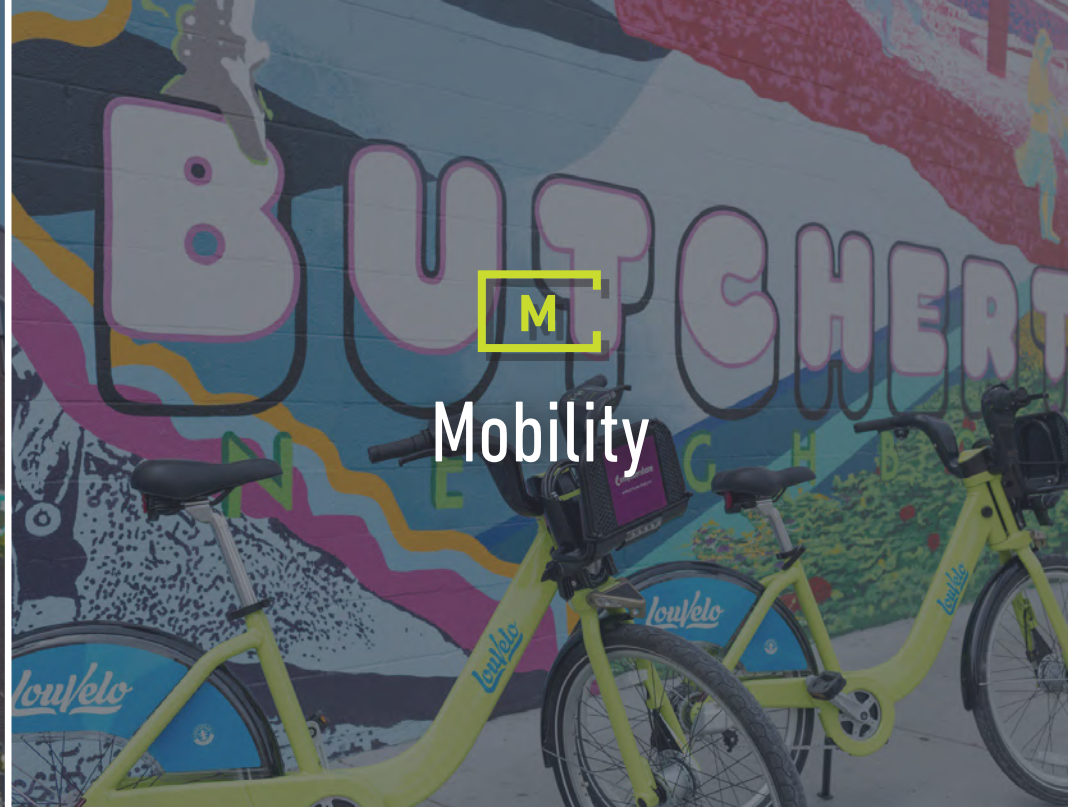
Action Items:  
**LU1.1A**  
**LU1.1B**  
**LU1.1C**





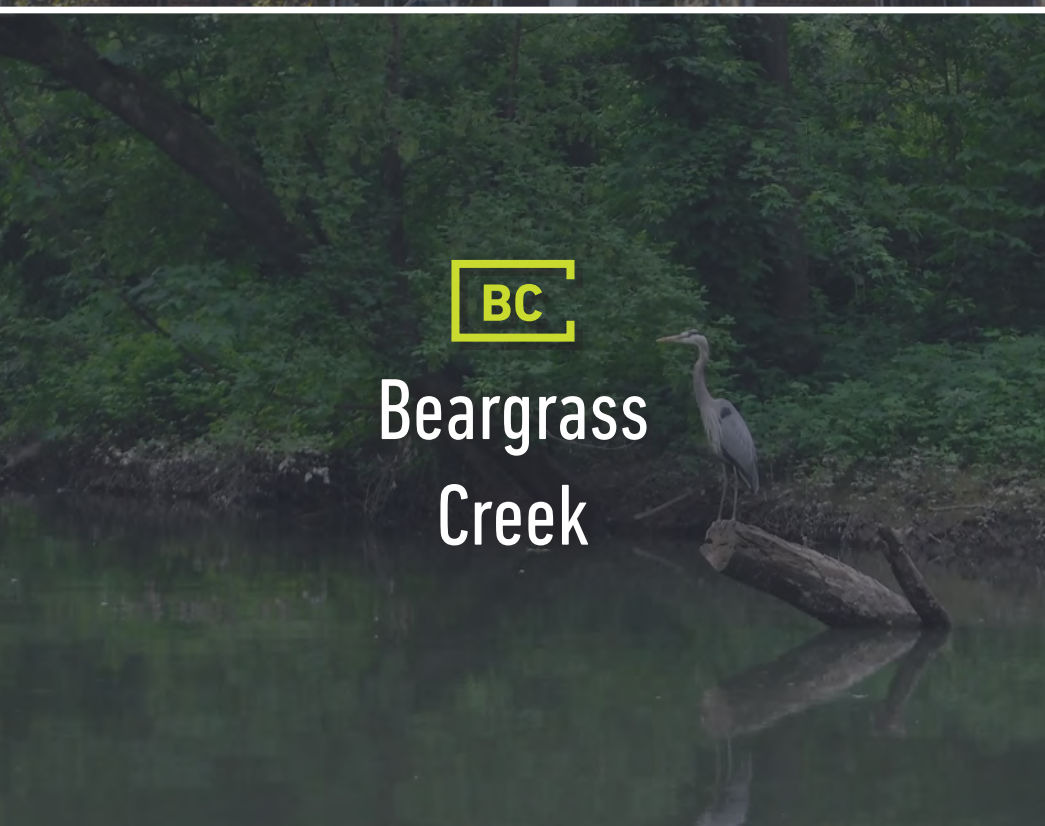
LU

Land Use and  
Community Form



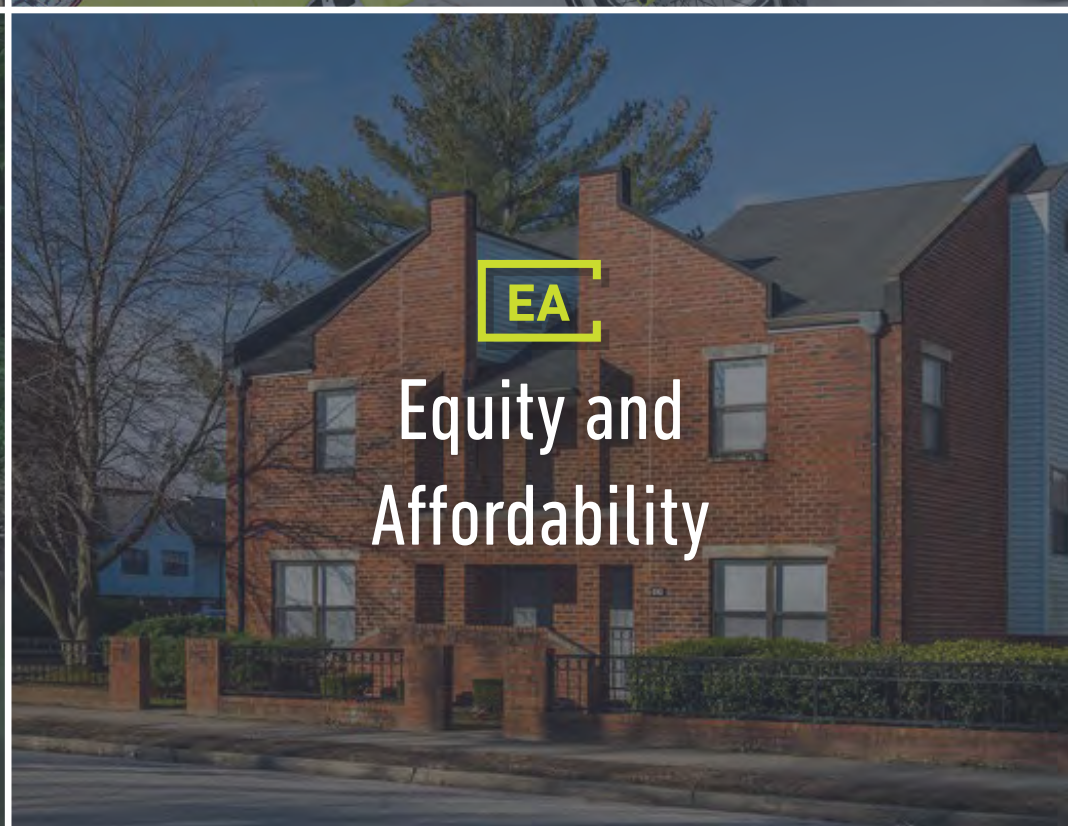
M

Mobility



BC

Beargrass  
Creek



EA

Equity and  
Affordability



# LU | Land Use and Community Form

## A Proactive Way Forward

With development proposals announced almost weekly, the study area is in the midst of a development and construction boom. Despite uncertainties arising from the COVID-19 pandemic, the study area is expected to continue to add new residents, businesses and entertainment destinations. As such, this plan aims to leverage this opportunity to empower residents in helping shape future growth.

The five goals in this section recognize a few fundamental things we learned about Butchertown, NuLu, and Phoenix Hill throughout this process:

- Our survey results show that residents largely support new development, but worry about its impact on existing neighborhoods.
- Our conversations with developers informed us that they will continue to push for infill development.
- Our Neighborhood Advisory Committee has reinforced a need for partnerships with industrial users and large employers in the area.
- New attractions in the area will only increase development pressure and lead to additional growth.
- Our existing conditions analysis reveals a concentration of vacant or underutilized sites, some of which may redevelop in the next five years.

Our resulting section includes goals and objectives that are implementable within the next ten years, and build on the momentum experienced in the entire study area.

## Land Use and Community Form Goals

- LU1** Support residential portions of the community to enhance what makes them unique and build on their character and livability.
- LU2** Infill vacant and underutilized properties, targeting known “gaps” and identify industrial properties that may transition into residential, mixed-use, or commercial.
- LU3** Promote economic development opportunities along the Broadway corridor.
- LU4** Collaborate with active industrial and manufacturing users expected to remain in the community.
- LU5** Prioritize properties along Hancock and Clay Streets as a neighborhood-scale mixed-use spine.
- LU6** Implement local and city-wide policies that prioritize sustainability, with the goal of achieving a standard sustainability certification for the study area, such as LEED.



# LU | Land Use and Community Form

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **LU1**

**Support residential portions of the community to enhance what makes them unique, and build on their character and livability.**

**Objective LU1.1: Leverage strong resident engagement to help shape and impact future development, particularly during early phases of the development process.**

**LU1.1A:** Within each community resident association, develop a task force dedicated to implementing this plan.

**LU1.1B:** Canvass existing business owners to determine if a Business Improvement District for commercial corridors is warranted to ensure corridor improvements and ongoing maintenance.

**LU1.1C:** Collaborate with Louisville Metro Planning & Design Services on current and future updates to the Land Development Code (LDC), with specific focus on improved resident notification and engagement.

**LU1.1D:** Encourage known investors and developers in the study area to engage with residents before the development review process begins.

**LU1.1E:** Ensure that resident and community voices are heard throughout private and public development and infrastructure improvement processes, from conception to construction.

**Objective LU1.2: Consider the inclusion of a Community Benefits Agreement (CBA) for large developments, particularly for those that are on publicly owned land or that utilize public funding, to encourage affordable housing and protect longtime residents from displacement.**

**LU1.2A:** Explore the possibility of requiring CBA's for projects that involve publicly owned land or public funding (i.e. tax increment financing).

**LU1.2B:** Ensure potential CBA processes include a Community Advisory Committee, or similar group, that guides development, implementation, and maintenance of the agreement. This Committee should include representatives of both the developer and the community.

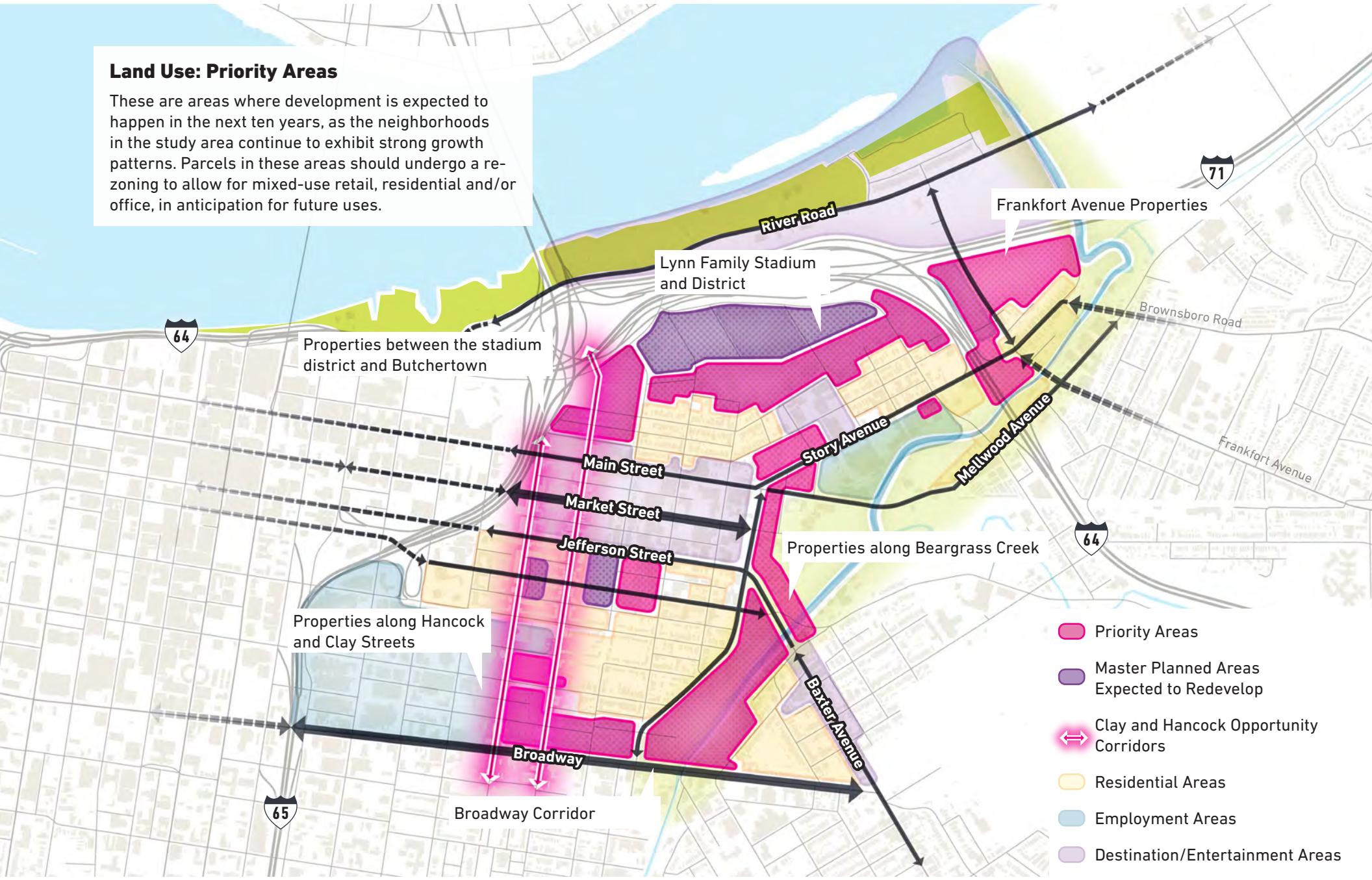
**LU1.2C:** In an effort to promote transparency, community members should develop a standard list of potential items that could be included in future CBA's. Some examples are listed below:

- Focus employee recruitment in the Phoenix Hill, Butchertown, and NuLu communities.
- Provide a living wage (at least \$15.50/hr) for all workers involved in the project, from conception to completion.

- Create a neighborhood endowment fund to cover the cost of unintended impacts to the community.
- Ensure a minimum number of affordable housing units, when applicable.
- Provide access to community health and wellness amenities associated with the development.
- Support policy changes that benefit and protect residents from negative design and environmental impacts, such as residential parking programs.
- Collaborate with local artists and creatives, when applicable.

### Land Use: Priority Areas

These are areas where development is expected to happen in the next ten years, as the neighborhoods in the study area continue to exhibit strong growth patterns. Parcels in these areas should undergo a rezoning to allow for mixed-use retail, residential and/or office, in anticipation for future uses.



- Priority Areas
- Master Planned Areas Expected to Redevelop
- Clay and Hancock Opportunity Corridors
- Residential Areas
- Employment Areas
- Destination/Entertainment Areas

# LU | Land Use and Community Form

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **LU1** CONTINUED

#### **Objective LU1.3: Strengthen historic preservation efforts for residential portions of the study area.**

**LU1.3A:** Engage the residents of Phoenix Hill to determine if more historic preservation protections are desired in the residential portions of the neighborhood. Options can include a local preservation district, an overlay district, individual landmarks and complexes, or something else determined from specific needs.

#### **Objective LU1.4: Ensure new development is compatible with the scale and form of the surrounding built environment.**

**LU1.4A:** Examine the Industrial Character Area design guidelines of Butchertown to ensure they address buffering any new or expanded industrial activity when it is near residential areas.

**LU1.4B:** Examine the Butchertown local preservation district guidelines to ensure they address development along major corridors impacting residential parts of the community, including appropriateness with regard to scale, design, and materials.

**LU1.4C:** Engage Phoenix Hill residents to determine if design guidelines for new industrial activity is desired near residential portions of the neighborhood.

**LU1.4D:** Engage residents through a robust community input process in the development of a new Urban Center Neighborhood Form District (UCN) and its transition zone to ensure appropriate transitions near existing residential areas.

#### **Objective LU1.5: Invest in quality neighborhood pocket parks and open spaces that address resident needs.**

**LU1.5A:** With resident input, identify underutilized or vacant lots in Butchertown, NuLu or Phoenix Hill, and develop a temporary pocket park using tactical urbanism strategies.

**LU1.5B:** Support programming small-scale gatherings, such as yoga classes or movie showings, at existing community parks, such as Rubel Park or Story Avenue Park.

**LU1.5C:** Work with development community to improve green spaces within Liberty Green along Clay and Hancock Streets and transform these into amenitized pocket parks, maintained in partnership with a Liberty Green entity, such as a Business Improvement District.

**LU1.5D:** Create a master plan for Rubel Park that focuses on improving fencing, circulation, and nearby connections to the neighborhood.

**LU1.5E:** Work with resident associations to establish a maintenance strategy for existing and new open spaces within each neighborhood.

**LU1.5F:** Engage residents to identify and fill gaps in active recreational amenities within a 10-minute walk of residential pockets, such as basketball courts, flex athletic fields, outdoor gyms, and playscapes.

# Pocket Park Case Study: Chess Pocket Park

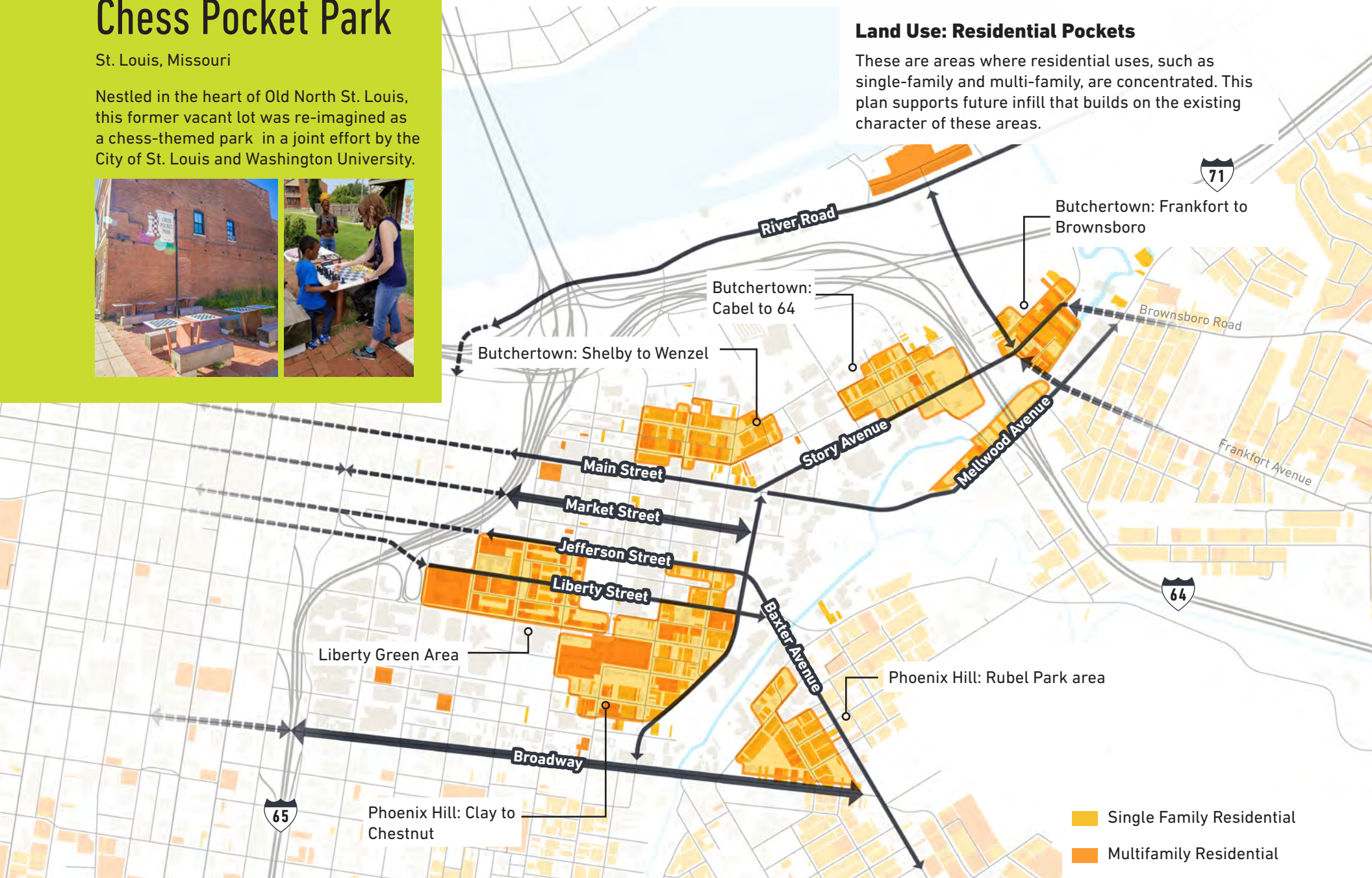
St. Louis, Missouri

Nestled in the heart of Old North St. Louis, this former vacant lot was re-imagined as a chess-themed park in a joint effort by the City of St. Louis and Washington University.



## Land Use: Residential Pockets

These are areas where residential uses, such as single-family and multi-family, are concentrated. This plan supports future infill that builds on the existing character of these areas.



# LU | Land Use and Community Form

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **LU2**

**Infill vacant and underutilized properties, targeting known “gaps” and identify industrial properties that may transition into residential, mixed-use, or commercial.**

**Objective LU2.1 Plan for future redevelopment of properties in close proximity to the study area’s destinations.**

**LU2.1A:** Identify industrial, manufacturing, or single-use commercial properties expected to transition to mixed-use or residential. Properties may be identified using the following criteria:

- Proximity to walkable destinations (NuLu, Waterfront Park, Stadium District, Medical District, etc.)
- Site acreage and width
- National trends in manufacturing/industry
- M-2 or M-3 Zoning.

**LU2.1B:** Undergo an area-wide rezoning of properties identified through LU2.1A, focusing on vacant or underutilized properties currently zoned M-2 or M-3 that are expected to face development pressure within the next 5 years. Work with Louisville Metro Planning and Design to determine new zoning designation, focusing on encouraging mixed-use with active ground uses and office or residential. New zoning designations may include EZ-1, C-2 and CM.

**LU2.1C:** After adoption of the Urban Center Neighborhood Form District (UCN), change portions of the study area identified in the accompanying map to the UCN as appropriate to ensure future development reflects a high-quality walkable urban environment.

**LU2.1D:** After adoption of the Urban Center Neighborhood Form District (UCN), change properties within the Traditional Neighborhood Form District (TN) near NuLu and Liberty Green to the UCN as appropriate to promote higher intensity uses and mixed use.

**LU2.1E:** Allow for the expansion of the NuLu Review Overlay District where appropriate, to ensure NuLu’s long-term vitality as this district continues to influence development beyond its Market Street epicenter.

**Objective LU2.2 Encourage appropriate redevelopment that supports a “15-Minute City” to increase the study area’s livability.**

**LU2.2A:** Partner with a developer to create a pilot project for a temporary community-centric use in an empty lot in Phoenix Hill near Liberty Green. The use should be determined by residents, using the results of the community survey conducted in this process. Potential uses include a corner grocery, expansion of an existing grocer, retail or coffee shop pop-up, or general store.

**LU2.2B:** Encourage the construction or adaptive-reuse and “Missing Middle” Housing to introduce diverse housing types into the community, such as multiplexes, fourplex apartments, courtyard apartments, townhomes, and duplexes.

## Form District Spotlight: Urban Center Neighborhood

Introduced in Plan 2040, the Urban Center Neighborhood Form District (UCN) serves as a transition from Downtown Louisville to the surrounding neighborhoods and commercial corridors. Intended to be applied to areas around the edges of the Downtown Form District (DT) with a compact urban fabric, the UCN is well-suited for portions of Butchertown, Phoenix Hill, and NuLu. The type of walkable and mixed-use environment supported by the UCN builds on the quality and richness of existing commercial corridors and their surrounding urban residential neighborhoods. The UCN, among other characteristics, is expected to promote the following elements:

- **Mixed-use buildings** with active ground level uses and residential, office or institutional in the upper stories.
- **A mix of land uses** with high intensity along major corridors, gradually stepping down near surrounding residential communities.
- **Diverse housing options** that include multiple price points, such as townhomes, missing middle housing, and apartments.
- **An interconnected system of streets** and alleys in an urban block configuration.
- **Two-way streets** designed for pedestrians, cyclists and transit users in mind with street trees, wide sidewalks, and transit facilities.
- **Reduced or removed parking minimums**, with an urban setting that lowers the need for an automobile.
- **Limited parking areas** screened from major streets and accessible from alleys and side streets.
- **A Transition Zone** that is sensitive to the context and character of residential areas near new developments on major corridors.



**Form District Recommendations**

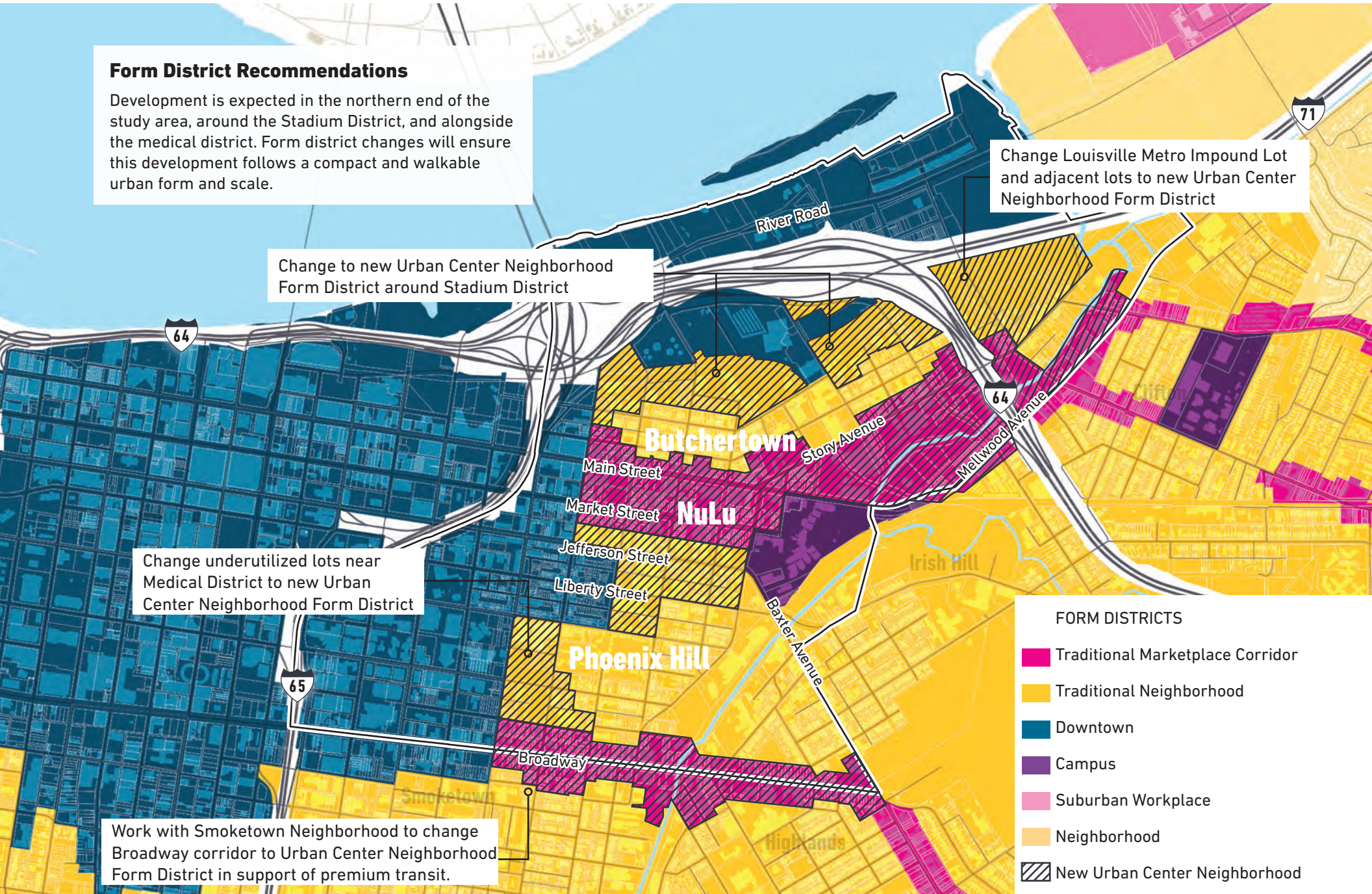
Development is expected in the northern end of the study area, around the Stadium District, and alongside the medical district. Form district changes will ensure this development follows a compact and walkable urban form and scale.

Change to new Urban Center Neighborhood Form District around Stadium District

Change Louisville Metro Impound Lot and adjacent lots to new Urban Center Neighborhood Form District

Change underutilized lots near Medical District to new Urban Center Neighborhood Form District

Work with Smoketown Neighborhood to change Broadway corridor to Urban Center Neighborhood Form District in support of premium transit.



- FORM DISTRICTS**
- Traditional Marketplace Corridor
  - Traditional Neighborhood
  - Downtown
  - Campus
  - Suburban Workplace
  - Neighborhood
  - New Urban Center Neighborhood

# LU | Land Use and Community Form

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **LU2** CONTINUED

**LU2.2C:** Work with the Stadium District development to express resident feedback on planned future uses, tenants and green space improvements.

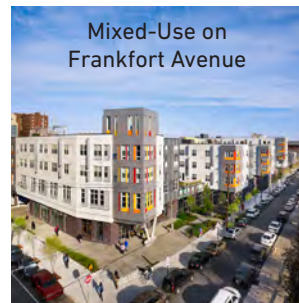
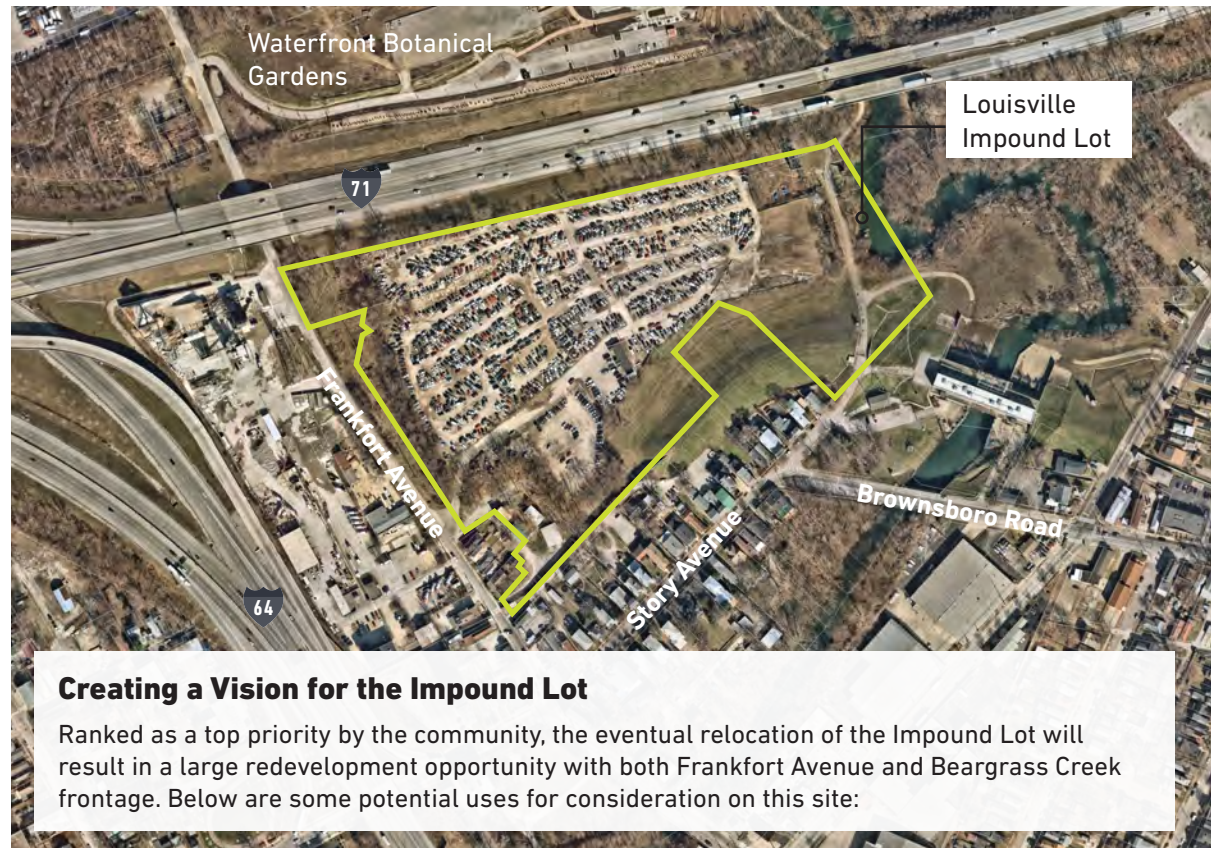
**Objective LU2.3 Relocate the Louisville Metro Police Impound Lot and redevelop with uses supported by the community.**

**LU2.3A:** Undergo a separate follow-up small area study to set a community-based vision for the Louisville Metro Police Impound Lot. This process should include a community engagement component to re-imagine the site as a mixed-use development featuring open spaces, greenhouses or expansion of the Waterfront Botanical Gardens.

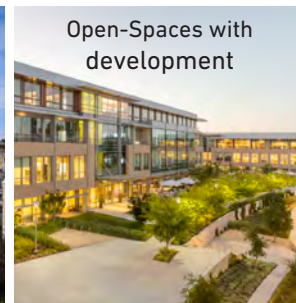
**LU2.3B:** Based on the recommendations of the small area study determine whether a form district change is needed. If determined to be needed, change the form district to a more appropriate designation.

**LU2.3C:** Relocate the Louisville Metro Police Impound Lot to an alternate more suitable location outside the study area.

**LU2.3D:** Find a development partner for the redevelopment of the Louisville Metro Police Impound Lot, guided by the results of an initial community engagement process, through an RFP developer selection process, and/or a partnership with the Waterfront Botanical Gardens.



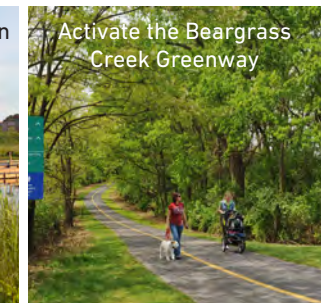
Mixed-Use on Frankfort Avenue



Open-Spaces with development



Environmental Restoration and Education



Activate the Beargrass Creek Greenway

## GOAL **LU3**

### Promote economic development opportunities along the Broadway corridor.

#### **Objective LU3.1 Support mixed-use and ground-level commercial activity along Broadway.**

**LU3.1A:** After adoption of the Urban Center Neighborhood Form District (UCN), collaborate with the Smoketown and Paristown Pointe neighborhood associations to change properties on Broadway in the Traditional Marketplace Corridor (TMC) to the UCN as appropriate to leverage future transit improvements and encourage Transit Oriented Development (TOD).

**LU3.1B:** Engage residents and developers to discuss long-term redevelopment of the Goodwill Property.

**LU3.1C:** Work with MSD on future improvements to Beargrass Creek to reduce the impact of the current floodway along the corridor.

#### **Objective LU3.2 Re-establish Broadway's legacy as Louisville's premier multi-modal east-west corridor.**

**LU3.2A:** Engage the residents of Phoenix Hill, Smoketown, and Paristown Pointe to determine if more historic preservation protections are desired for structures along the corridor. Options can include a local preservation district, an overlay district, individual landmarks and complexes, or something else determined from specific needs.

#### **Objective LU3.3 Leverage premium transit improvements by encouraging Transit-Oriented Development on Broadway.**

**LU3.3A:** Support recommendations from the Broadway Master Plan aimed at transforming the corridor into a walkable premium transit corridor with land uses that activate the street.

**LU3.3B:** Following the completion of the Broadway Master Plan, determine premium transit station locations and identify properties expected to redevelop within walking distance of stations (quarter to half-mile buffer).

**LU3.3C:** In collaboration with Louisville Metro Planning and Design Services and Economic Development, identify and develop a strategy to address barriers to redevelopment near transit stations. These may include floodway issues, zoning districts unsuited for mixed-use, or lack of ownership consolidation.

## Spotlight: What is TOD?

Transit Oriented Development (TOD) is a set of transportation and land use principles in which higher density, mixed use development is focused around a transit stop in a high frequency transit corridor.

- Orients mixed use developments and highest densities around a transit corridor.
- Promotes public plazas, shopping, and dining along pedestrian connections.
- Creates a dense network of pedestrian and bicycle friendly travel corridors.
- Promotes walkable types of development based on proximity to transit access



# LU | Land Use and Community Form

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **LU4**

**Collaborate with active industrial and manufacturing users expected to remain in the community.**

**Objective LU4.1 Create a partnership between residents and large employers in the study area.**

**LU4.1A:** Within each resident association, create a focus group open to representatives from nearby industry to address impacts and disruptions to residential areas and resident concerns, such as re-routing truck traffic routes to avoid residential areas.

**LU4.1B:** Partner with large employers to “green up” their properties and establish better buffers. Improvements can include more street trees, large pervious areas, and improved sidewalks.

**Objective LU4.2 Establish channels to monitor and report industrial or large employment activity that affects residential quality of life.**

**LU4.2A:** Identify current and potential sources of air contaminants, noise and light pollution, and other nuisance activity affecting residents.

**LU4.2B:** Engage Louisville Air Pollution Control District (APCD) to ensure enforcement of regulations.

**LU4.2C:** Partner with light and heavy industrial users in the study area to determine action steps toward improving air quality in the area, following available local environmental programs by APCD.

### GOAL **LU5**

**Prioritize properties along Hancock and Clay Streets as a neighborhood-scale mixed-use spine.**

**Objective LU5.1 Identify opportunity sites along Clay and Hancock Streets.**

**LU5.1A:** Engage medical district representatives to establish short-term goals for green improvements and long-term goals for redevelopment of surface parking lots.

**LU5.1B:** Invite area professionals or students, in addition to residents, to engage in a charrette that re-imagines these two corridors.

**Objective LU5.2 Plan for future mixed-use, office, entertainment, and residential development opportunities.**

**LU5.2A:** Identify industrial or manufacturing properties near the Stadium District that have the potential for future neighborhood-scale development.

**LU5.2B:** Work with the Office of Advanced Planning and Sustainability to identify potential brownfield sites and funding programs for cleanup.

**LU5.2C:** Develop temporary activation strategies for vacant sites along the corridor adjacent to residential areas. Potential uses include pop-up parks, expansion of existing market/grocer, community gardens, and shipping container retail.

## NuLu and Phoenix Hill Spotlight: Markets and Grocers



**Webb's Market**  
Operating in Phoenix Hill since 1957, this market offers convenience store products, prepared foods, and frozen/canned grocery items. Located near residential areas, this market has an opportunity to expand its fresh food options.



**NuLu Food Market**  
Opened in 2013 near Liberty Green, this convenience store offers a limited stock of pantry items. Located across a small open space, there is an opportunity to partner with local produce vendors in a temporary outdoor shop.



**Phoenix Hill Farmer's Market**  
Operating every Tuesdays in the Fresh Start Growers' Supply parking lot, this outdoor market has the potential to partner with local businesses and vendors to expand its reach.



WATERFRONT PARK

Witherspoon Street

SOCCER STADIUM AND DISTRICT

Hancock Street

BUTCHERTOWN RESIDENTIAL

Main Street

NULU ENTERTAINMENT DISTRICT

Market Street

Jefferson Street

LIBERTY GREEN

Liberty Street

Muhammad Ali Blvd.

MEDICAL DISTRICT

Clay Street

PHOENIX HILL RESIDENTIAL

MEDICAL DISTRICT PARKING LOTS

Chestnut Street

BROADWAY CORRIDOR

Gray Street

Broadway

# LU | Land Use and Community Form

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **LU6**

**Implement local and city-wide policies that prioritize sustainability, with the goal of achieving a standard sustainability certification for the study area, such as LEED.**

**Objective LU6.1: Preserve and promote open spaces such as Waterfront Park and Beargrass Creek.**

**LU6.1A:** Work with Waterfront Development Corporation to develop a plan for conservation of natural areas in Waterfront Park.

**LU6.1B:** Follow and implement the recommendations in the Beargrass Creek section of this plan, especially those that include conservation of natural areas and resources.

**LU6.1C:** Encourage sustainable future development around Beargrass Creek, including increasing the existing waterways buffer from 25 feet to 50 feet.

**LU6.1D:** Ensure a cohesive vision for the study area's natural and open spaces, highlighting the connection between Beargrass Creek, Waterfront Park, and the Ohio River.

**LU6.1E:** Create greenways along streets (comprising trees, bioswales, raingardens, pollinator gardens, etc.) to enhance habitat connectivity and resilience of local urban flora and fauna.

**Objective LU6.2: Encourage sustainable public infrastructure.**

**LU6.2A:** Provide electric vehicle (EV) charging infrastructure in at least 2% of all public parking areas, including both off-street and on-street.

**LU6.2B:** Increase opportunities for recovery of materials from solid waste streams by providing opportunities for composting, ensuring accessible recycling services, and encouraging businesses in the reuse, repair, and recycling industries.

**LU6.2C:** Consider opportunities for green and blue infrastructure within the public right of way, especially when implementing projects like the East Market Streetscape.

**LU6.2D:** Work with partners to bury utilities throughout the study area, strengthening the reliability and resilience of power and communications systems in extreme weather conditions.



**Objective LU6.3: Adopt a city-wide green building policy that provides incentives for certified green construction projects.**

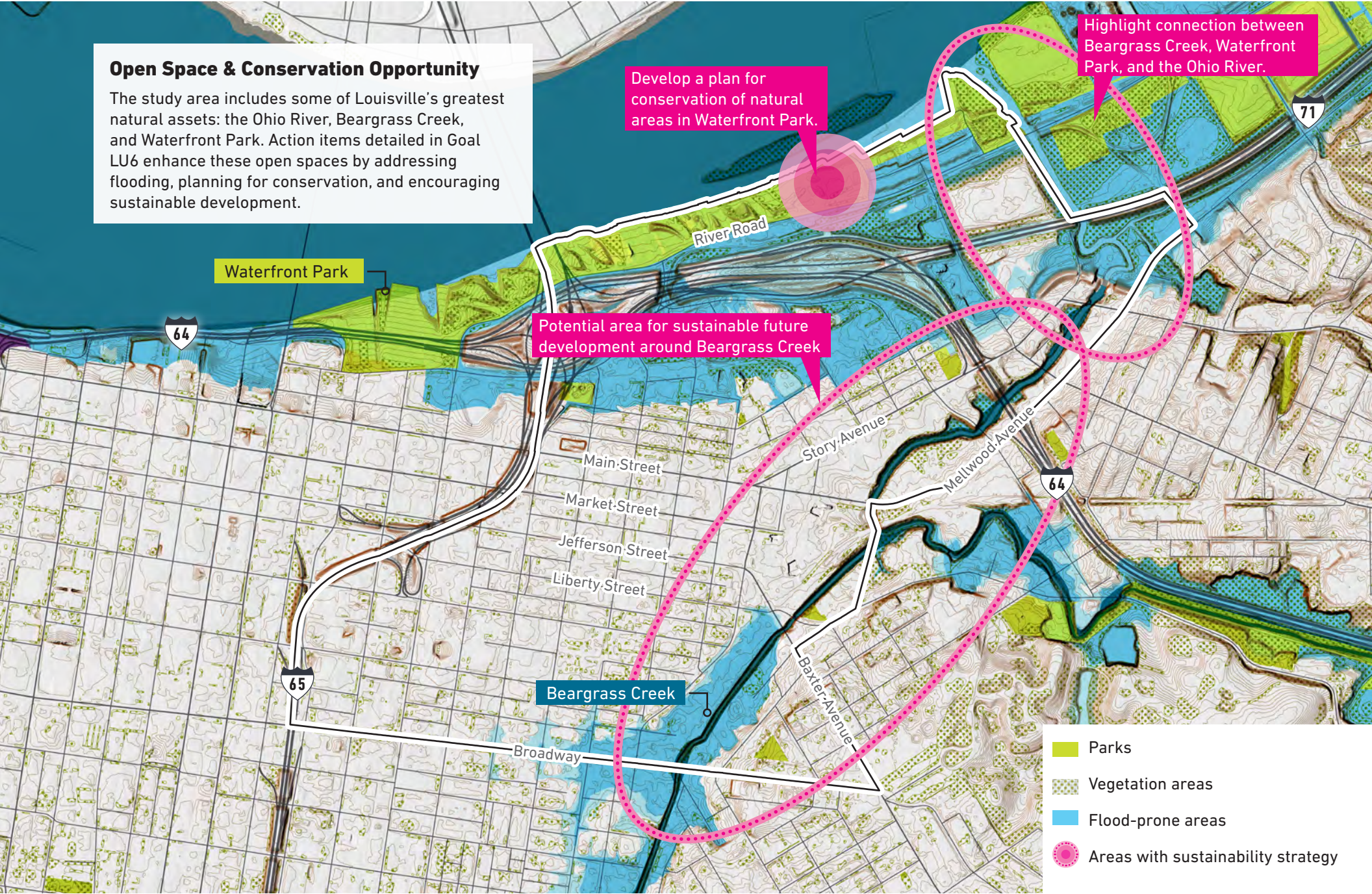
**LU6.3A:** Consider density, height, or floor area ratio (FAR) bonuses for green building projects.

**LU6.3B:** Encourage financial incentives, such as tax credits or permit fee reductions, for green building projects.

**LU6.3C:** Provide administrative incentives, such as expedited reviews or permitting processes, for green building projects.

**Open Space & Conservation Opportunity**

The study area includes some of Louisville's greatest natural assets: the Ohio River, Beargrass Creek, and Waterfront Park. Action items detailed in Goal LU6 enhance these open spaces by addressing flooding, planning for conservation, and encouraging sustainable development.



Develop a plan for conservation of natural areas in Waterfront Park.

Highlight connection between Beargrass Creek, Waterfront Park, and the Ohio River.

Potential area for sustainable future development around Beargrass Creek

Waterfront Park

Beargrass Creek

- Parks
- Vegetation areas
- Flood-prone areas
- Areas with sustainability strategy

# M | Mobility

## Connected and Multimodal

Our engagement results share a common theme: Butchertown, Phoenix Hill, and NuLu feel isolated from each other. Though home to some of Louisville's most walkable areas, NuLu's Market Street corridor and Waterfront Park, getting around the study area often requires a car. Though our public survey, residents and visitors expressed a desire for a more walkable and bikeable community.

This section focuses on making that aspiration a reality - the pieces to make a walkable district are mostly here already: vibrant retail, regional destinations, and quality open spaces. Nonetheless, the corridors that transverse this study area showcase planning decisions of the mid twentieth century, such as one-way pairs, wide intersections designed solely for vehicular travel, and a lack of quality bike routes.

As such, the goals and objectives aim to right-size these corridors, and continue the work in converting one-way pairs into two-way streets that support a pedestrian-friendly environment.

Included as an appendix to this document, the findings and recommendations of a multi-modal connectivity analysis augment this plan's goals, objectives, and action items. The analysis was conducted in collaboration with the planning team of this plan, and includes data-driven recommendations for connectivity improvements in the study area.

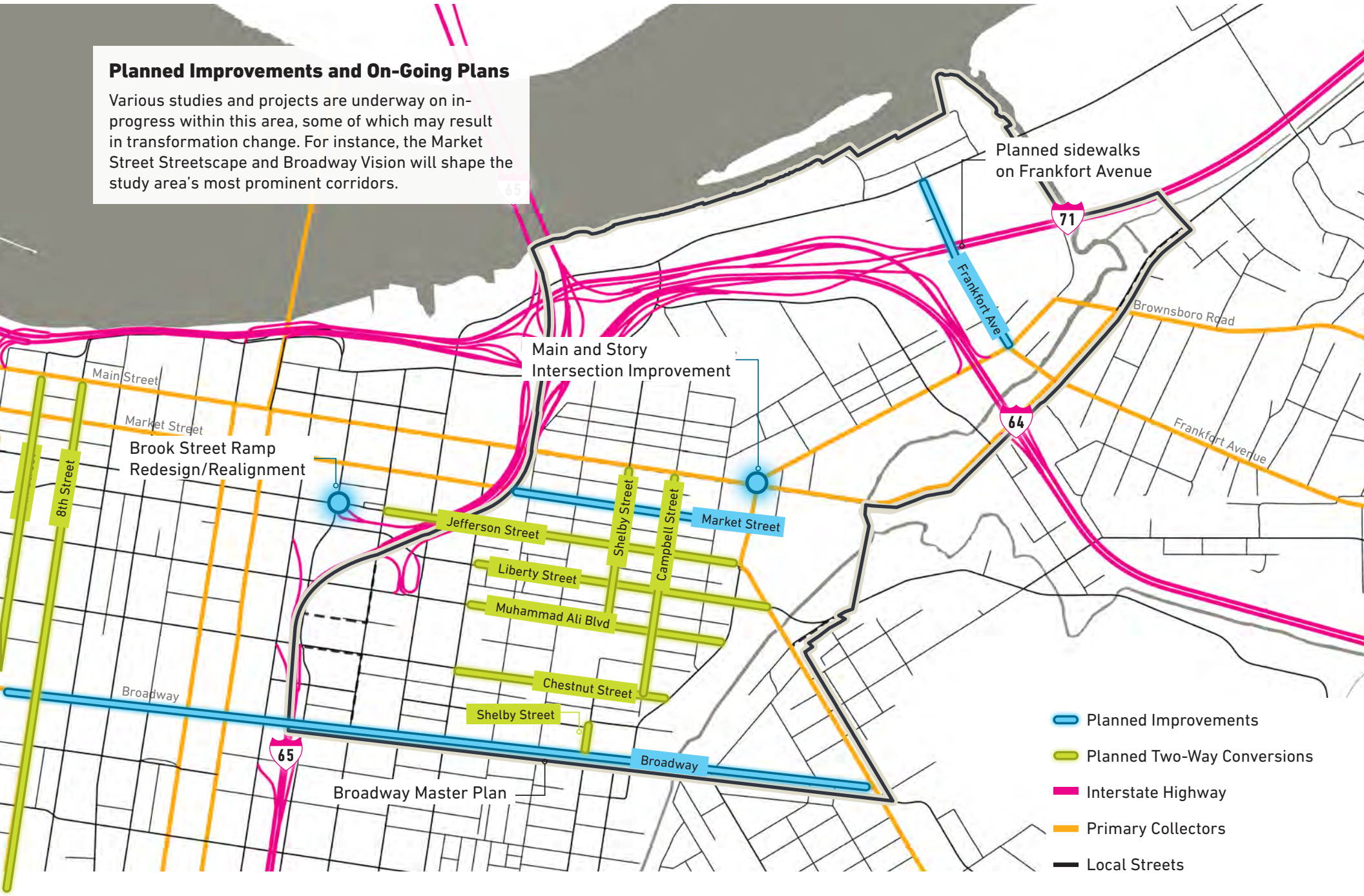
## Mobility Goals





- M1** Transform major corridors into two-way streets that reflect Complete Streets principles and prioritize pedestrians, cyclists and transit riders over vehicles.
- M2** Create a seamless multi-modal connection between Broadway and the waterfront using a system of neighborhood-scale streets and alleys.
- M3** Redesign and right-size intersections that hinder connectivity and safety, using traffic-calming measures and techniques.
- M4** Use public art, placemaking, and urban activation to improve connectivity gaps within the study area, and at significant gateways.



### Planned Improvements and On-Going Plans

Various studies and projects are underway on in-progress within this area, some of which may result in transformation change. For instance, the Market Street Streetscape and Broadway Vision will shape the study area's most prominent corridors.



-  Planned Improvements
-  Planned Two-Way Conversions
-  Interstate Highway
-  Primary Collectors
-  Local Streets

# M | Mobility

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **M1**

**Transform major corridors into two-way streets that reflect Complete Streets principles and prioritize pedestrians, cyclists and transit riders over vehicles.**

**Objective M1.1 Convert one-way pairs into walkable, multi-modal two-way streets, using the standards established in Louisville Metro's Complete Streets Ordinance.**

**M1.1A:** Convert East Main Street to two-way, implementing a streetscape upgrade east of Clay Street and a road diet with left turn lanes.

**M1.1B:** Re-position Jefferson Street as a seamless transition between NuLu and Liberty Green by converting to two-way travel, adding traffic-calming bump-outs at the intersections between Clay Street and Baxter Avenue.

**M1.1C:** Transform Liberty Street, Chestnut Street and Muhammad Ali Boulevard into slower two-way streets to better connect the residential hearts of Phoenix Hill and Liberty Green with the medical district and downtown.

**M1.1D:** Work with KYTC to determine the feasibility of two-way conversions for Story Avenue and Mellwood Avenue.

**M1.1E:** Support local designation for streets within the study area, to ensure improvements reflect the priorities of residents and local businesses.

**M1.1F:** Conduct a streetscape and roadway assessment for the medical district to align hospital/campus needs with complete streets principles.

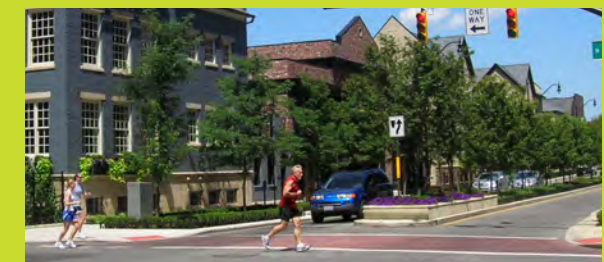
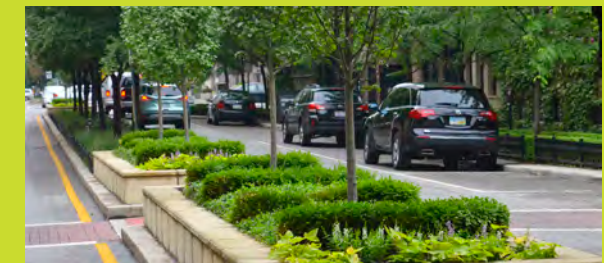
**M1.1G:** Conduct detailed analysis on the impact of expressway access and egress ramps on one-way street to two-way street conversions and local area traffic flow.

**M1.1H:** Identify priority north-south one-way roadway sections that have potential to support improved transit connectivity and the operations of other mobility services if transitioned to two-way operation, particularly in the eastern part of the neighborhood outside of the Clay Street and Hancock Street corridors.

## Two-Way Conversion Case Study: Gay Street

Columbus, Ohio

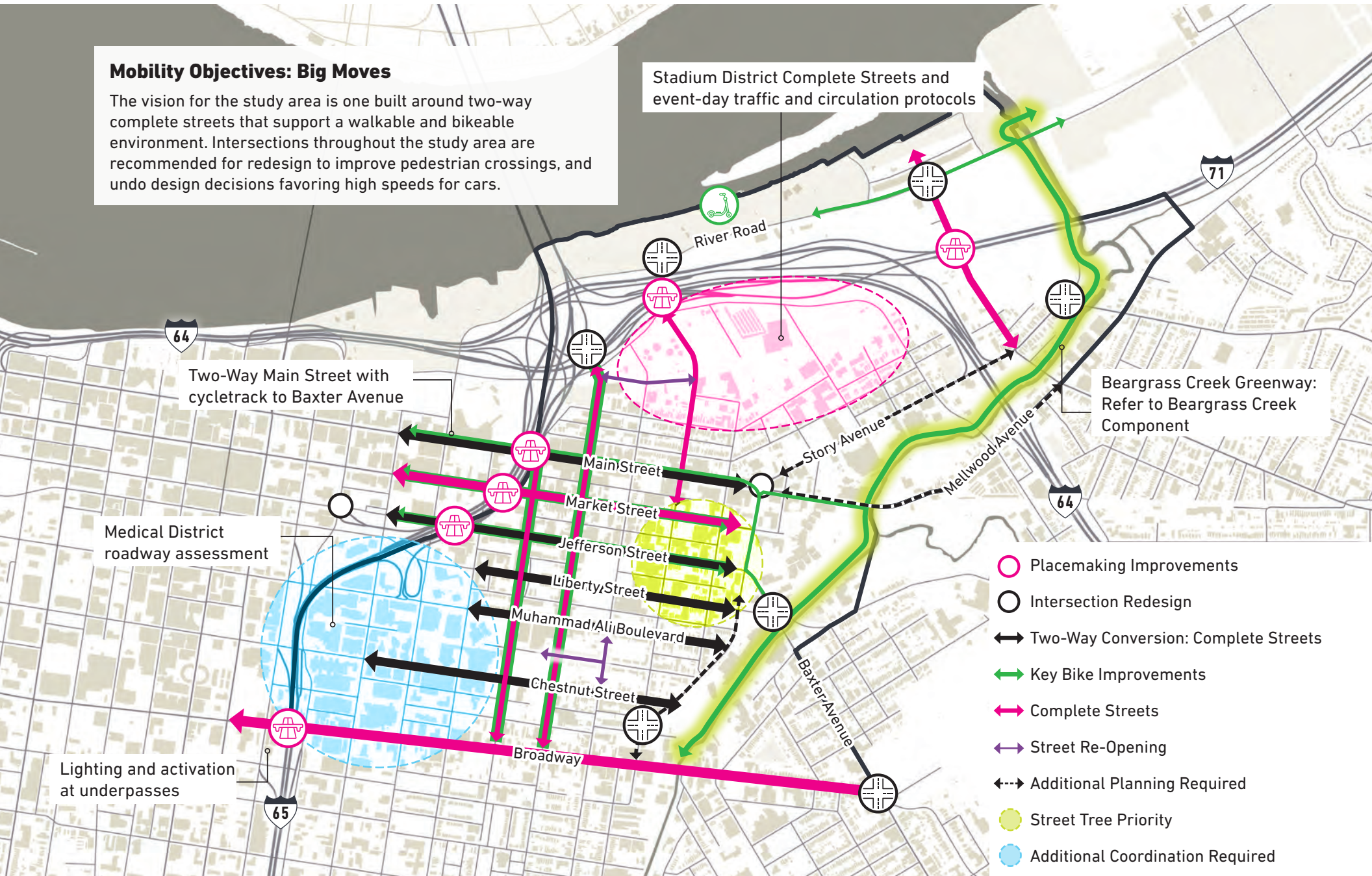
In 2008, an 11-block one-way span of Gay Street through downtown Columbus was converted into a two-way pedestrian-friendly neighborhood street. The conversion included expanded sidewalks, a new median, and traffic-calming at intersections. The improved Gay Street corridor has spurred \$140 million in private investment including new restaurants, bars, residential projects, and a hotel.



## Mobility Objectives: Big Moves

The vision for the study area is one built around two-way complete streets that support a walkable and bikeable environment. Intersections throughout the study area are recommended for redesign to improve pedestrian crossings, and undo design decisions favoring high speeds for cars.

Stadium District Complete Streets and event-day traffic and circulation protocols



- Placemaking Improvements
- Intersection Redesign
- Two-Way Conversion: Complete Streets
- Key Bike Improvements
- Complete Streets
- Street Re-Opening
- Additional Planning Required
- Street Tree Priority
- Additional Coordination Required

## GOAL **M2** CONTINUED



### **Objective M1.2 Improve existing bike infrastructure to strengthen heavily used bike routes and facilities.**

**M1.2A:** Prior to a two-way conversion, replace the westbound bike lane on Main Street into a temporary two-way buffered cycletrack, reducing the roadway to three westbound lanes.

**M1.2B:** Extend the multi-use trail along River Road toward the east to connect to the existing Beargrass Creek Greenway, improving greenway access from River Road, and adding wayfinding and signage.

### **Objective M1.3 Work with Louisville Metro and KYTC to establish a plan for a neighborhood-serving bike and pedestrian network.**

**M1.3A:** Create a two-way cycletrack along Main Street between Downtown and Baxter Avenue, separated by ongoing traffic using planters and on-street parking.



**M1.3B:** Paired with a two-way re-stripping, add bike lanes to Jefferson Street between Baxter Avenue and Downtown.

**M1.3C:** Work with MSD to identify flood-prone areas that will benefit from investments in green infrastructure along roadways, such as Campbell Street.

**M1.3D:** Ensure that all right-of-way improvements must include street trees in an environment where they will survive and thrive.

**M1.3E:** Ensure that all improvements to pedestrian facilities include safe access for wheelchair users and those with visual, hearing, or mobility impairments.

**M1.3F:** Work with TARC to upgrade bus stops along high-ridership routes, following TARC's Transit Design Standard Manual guidelines.

**M1.3G:** Work with industrial partners through the focus group established in LU1.4F to re-route truck traffic routes through major corridor to avoid residential areas.



### **Objective M1.4 Conduct pilot tests for improvements and implement community-driven visions for Broadway and Market Street.**

**M1.4A:** Work with Public Works, KYTC and Advanced Planning and Sustainability to pair COVID-19 related outdoor eating areas with temporary interventions that test road diets or expand sidewalk areas.

**M1.4B:** Conduct a temporary intervention along Market Street using the planned roadway improvements, using tactical urbanism methods.

**M1.4C:** Implement the Market Street NuLu Streetscape Project and roadway reconfiguration.

**M1.4D:** Work with medical district representatives, and the Paristown Pointe and Smoketown resident associations, to implement week-long or month-long quick wins from the Broadway Master Plan, such as TARC stop/shelter improvements.

**M1.4E:** Implement the recommended outcomes of the Broadway Master Plan within this plan's study area to improve walkability, transit access and traffic-calming.

## GOAL **M2**

**Create a seamless multi-modal connection between Broadway and the waterfront using a system of neighborhood-scale streets and alleys.**

**Objective M2.1 Re-imagine Clay Street and Hancock Street as the study area's main north-south corridors.**

**M2.1A:** With support from resident volunteers, assess existing right-of-way conditions along both corridors, identifying missing/damaged sidewalks, unmarked crossings, and gaps in lighting during evening hours.

**M2.1B:** Improve streetscapes along Clay and Hancock Streets to ensure a baseline of high quality sidewalks, street trees, and marked crossings.

**M2.1C:** Prioritize Clay, Hancock, and Campbell Streets as north-south neighborhood bikeways through traffic calming, bike-specific wayfinding and signage, and bike safety improvements at intersections, such as bike boxes.

**M2.1D:** Implement traffic-calming strategies at intersections with cross streets, prioritizing intersections with high-traffic east-west corridors. Traffic-calming may include bump-outs, longer pedestrian crossing times, high visibility crosswalks, and four-way stops.

**M2.1E:** Improve intersections with Witherspoon Street to add a north-south pedestrian crossing connecting to the existing multiuse trail along the northernmost side of Witherspoon Street.

**Objective M2.2 Improve walking, biking and transit connections between Downtown, Butchertown and Waterfront Park.**

**M2.2A:** Explore parking management systems, dynamically priced parking, and establish partnerships between downtown garages and the Stadium District to reduce the dependence on on-site surface or garage parking for regular events.

**M2.2B:** Work with TARC to establish event-day shuttles between downtown garages, NuLu and the Stadium District.

**M2.2C:** Work with TARC to restore the discontinued LouLift circulator, and explore a route extension that better serves Waterfront Park and Butchertown.

**M2.2D:** Work with the Stadium District and Butchertown residents to determine event-day traffic and circulation protocols.

**M2.2E:** Implement planned sidewalk improvements to Frankfort Avenue between Story Avenue and River Road.

**M2.2F:** Address micromobility access to the waterfront, by enabling closer dedicated parking for electric scooters, and working with the bike rental company to negotiate an approach to enable LouVelo docks.

**M2.2G:** Conduct further analysis of transit connectivity (including microtransit and paratransit) and needs biannually, to ensure access as conditions change, particularly as demand evolves during recovery from the pandemic.

**M2.2H:** Work with Butchertown and Phoenix Hill neighbors to explore parking solutions that alleviate pressures to the on-street parking supply for residents, such as a residential parking permit program.

**M2.2I:** Explore the feasibility of Parking Benefit Districts and surge pricing in areas with high parking demand, with the goal of investing the collected revenue in the affected communities.

**M2.2J:** Work with partners to develop a plan that sets feasible timeframes to bury/relocate overhead utilities along major corridors, as a way to limit conflicts with street trees and improve walkability.

**M2.2K:** Explore installing a safe pedestrian path and limiting on-street parking on North Campbell Street in Butchertown, positioning the street as one that serves residents and community members rather than automobiles.

## Corridor Case Study: Nationwide Boulevard

Columbus, Ohio

A major gateway into downtown, Nationwide Boulevard is often visitors' first impression of Columbus. Once overly-wide and automobile-oriented, the corridor was transformed into a welcoming, pedestrian-friendly street in 2014. Lane widths were narrowed by 2-3 feet, increasing the amount of pervious surface by 138% through both a larger median and stormwater features along expanded sidewalks.



## GOAL **M2** CONTINUED

### Objective M2.3 Improve the walking and biking experience between Phoenix Hill, Liberty Green and NuLu.

**M2.2A:** Work with TARC to restore the discontinued U of L Health Campus Circulator.

**M2.3B:** Conduct in depth audit of alleys, including capture of current condition, existing uses, ownership and authority, as well as suitability for potential mobility uses.

**M2.3C:** Add a mid-block pedestrian crossing along Jefferson Street, between Clay and Shelby Streets, using a HAWK Signal (High Intensity Activated Crosswalk signal).

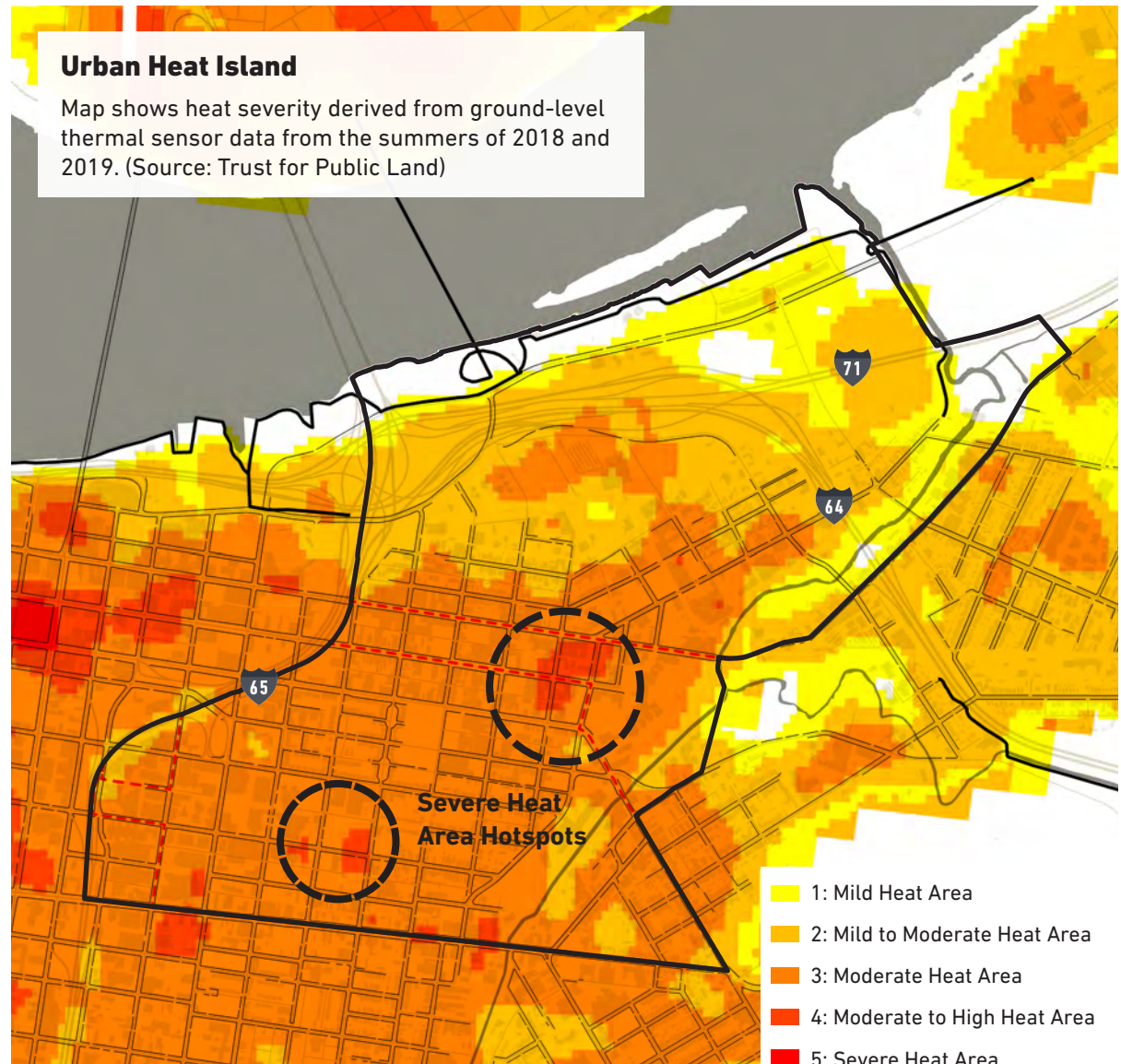
**M2.3D:** Add bump-outs with stormwater features at the Liberty and Campbell Street Intersection.

**M2.3E:** Work with Liberty Green developers to fill in a sidewalk gap along the west side of Shelby Street, between Muhammad Ali Boulevard and Jefferson Street.

**M2.3F:** Target Wenzel, Campbell, and Shelby Streets between Marshall Street and Main Street as high priorities for adding street trees, due to a known "Severe Heat Area" in the urban heat island.

**M2.3G:** Work with partners to add street trees to study area streets south of Main Street.

**M2.3H:** Use traffic calming and bike-specific signage/wayfinding to create a network of low-stress north-south streets suitable for cyclists and micromobility users. These streets include Shelby, Campbell, and Wenzel Streets.



## GOAL **M2** CONTINUED

**M2.3I:** Work with partners to develop a plan that sets feasible timeframes to bury/relocate overhead utilities along major corridors, as a way to limit conflicts with street trees, improve walkability, and increase the reliability and resilience of the power grid.

**Objective M2.4 Restore the street grid where connectivity is hindered.**

**M2.4A:** Re-open the vacated portion of Shelby Street between Madison Street and Muhammad Ali Boulevard to vehicular traffic.

**M2.4B:** Re-open Madison Street between Clay Street and Shelby Street using shared street principles that prioritize pedestrians/cyclists.

**M2.4C:** In tandem with future development along the Beargrass Creek corridor, work with KYTC to redesign or re-align the Chestnut Street Connector into a corridor that can support active-ground level uses.

**Objective M2.5 Build a network of complete streets within and around the Stadium District.**

**M2.5A:** Work with Stadium District developers to improve streetscapes in district-adjacent streets as development occurs, following Complete Streets principles.

**M2.5B:** Reposition Campbell Street and Cabel Street as the main connections between Butchertown's residential heart and the Stadium District, upgrading sidewalks, pedestrian crossings, and adding street trees, using the streetscape along Cabel Street as a benchmark.



**M2.5C:** Transform Water Street between Campbell Street and Shelby Street into a complete street, to restore its status as a public through-street. Though public right-of-way, Water Street currently acts as a de facto internal drive. The addition of curbs, sidewalks and street trees will make this connection feel like a public street once again.

**M2.5D:** Work with land-owners of adjacent parcels to re-establish the Water Street connection, between Shelby and Clay Streets, within Louisville Metro's right-of-way. New streetscape should include curbs, sidewalks/ verges, and street trees.

**M2.5E:** Improve the Washington Street streetscape between Cabel Street and Johnson Street.

## GOAL **M2** CONTINUED

### Objective 2.6 Improve sustainable multimodal connections through coordination with transit, mobility, and parking providers.

**M2.6A:** Work with TARC to establish regional express services that are oriented around improving access from far way communities to regional assets such as the Stadium District and Waterfront Park.

**M2.6B:** Work with existing (Zipcar) and new carshare providers as well as developers to expand access through designated parking and incentives for services (reduced fees, expedited permits, etc.)

**M2.6C:** Provide incentives for neighborhood carshare programs, such as reductions in parking requirements for new developments.

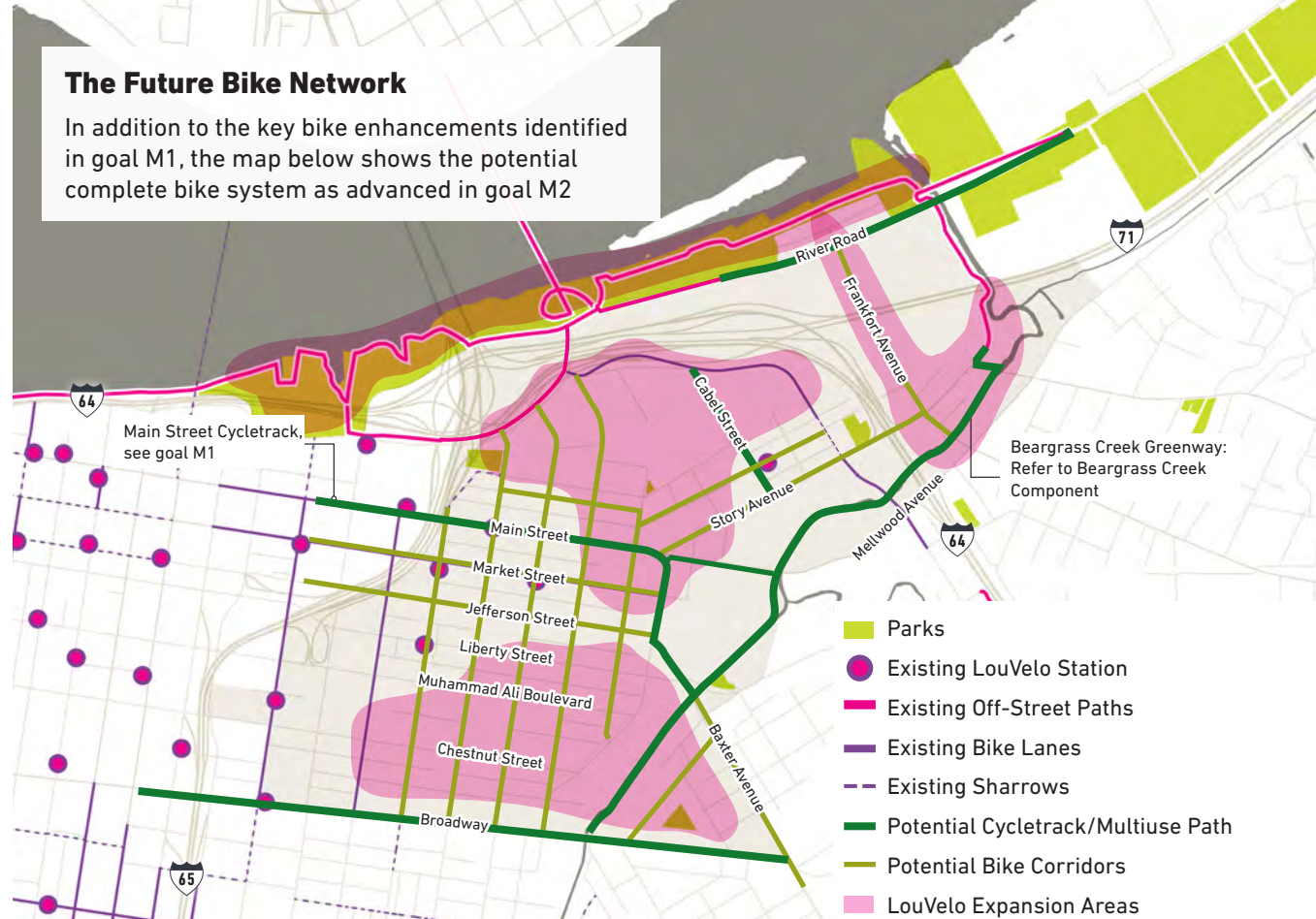
**M2.6D:** Explore dynamic mobility options for specific use cases, such as microtransit for first/last mile access to other transit services and remote parking facilities, or to provide late-night service or other off-peak service.

**M2.6E:** Explore and pilot curb management technologies and approaches that can track the usage of curb space, and enable the booking, coordination, and potentially payment of various curb related uses, including the loading/unloading of passengers and deliveries, bike and scooter parking, and private vehicle parking.

**M2.6F:** Provide adequate curb space for TARC buses and for on-demand mobility options such as microtransit and ride-hailing services.

### The Future Bike Network

In addition to the key bike enhancements identified in goal M1, the map below shows the potential complete bike system as advanced in goal M2



**M2.6G:** Identify public parking areas, both off-street and on-street, where electric vehicle (EV) charging stations can be installed.

### Objective 2.7 Enhance the cycling infrastructure in Butchertown and the eastern part of Phoenix Hill to improve the attractiveness of cycling and micromobility options.

**M2.7A:** Expand the LouVelo bikeshare system to provide improved access, particularly in existing gaps in Butchertown and Phoenix Hill, as noted on the accompanying map.

**M2.7B** Create a Multiuse Path along Cabel Street toward Story Avenue that connects the Stadium District with Butchertown.

**M2.7C** Expand the network of neighborhood-level bike corridors and facilities to include both north-south and east-west streets, prioritizing the corridors identified in the accompanying map, and listed below. Solutions may include neighborhood scale sharrows, improved wayfinding and signage, or bike lanes.

- Corridors identified in Goals M1 and M2
- Barret Avenue north of Broadway
- Baxter Avenue between Broadway and Main Street
- North-south corridors: Shelby Street, Campbell Street, and Wenzel Street
- East-west corridors: Washington Street, Brandon Kleiko Alley, Story Avenue



# GOAL **M3**

## Redesign and right-size intersections that hinder connectivity and safety, using traffic-calming measures and techniques.

### Objective M3.1 Work with partners to audit intersection safety in known conflict points.

**M3.1A:** Using the Mobility Objectives Map as reference, prioritize intersections in most need of improvements. The intersections below were highlighted as part of this planning process:

- Main Street and Baxter/Story Avenue (Design underway)
- Brownsboro Road and Story Avenue
- River Road and Frankfort Avenue
- Liberty Street and Baxter Avenue
- Baxter Avenue and Jefferson Street
- Witherspoon Street and Campbell/Adams Street
- Witherspoon Street and River Road

**M3.1B:** In collaboration with KYTC and Metro Public Works, collect updated traffic numbers at identified intersections.

### Objective M3.2 Continue intersection improvements that restore an urban street grid and enhance safety.

**M3.2A:** Pilot test intersection improvements using paint, plastic bollards, and movable planters. Improvements may include reducing turning radii, adding bump-outs, or adding pedestrian crossings.

**M3.2B:** Work with KYTC to set quantifiable outcomes of temporary improvements to assess success.

**M3.2C:** Redesign the Brownsboro Road and Story Avenue intersection to slow car turning and improve safety. Work with partners to explore potential traffic-calming features, such as bump-outs, a raised intersection or micro round-about, and distinctive artistic gateway elements or signage.

**M3.2D:** Improve pedestrian and cyclist access to Waterfront Park by redesigning intersections along River Road to allow for safe north-south pedestrian and bicycle travel. Consider full signalization or pedestrian HAWK signals, and prioritize adding a marked pedestrian crossing at the existing multi-modal path on Witherspoon Street connecting Waterfront Park with Butchertown.

**M3.2E:** Study the addition of pedestrian HAWK signals along River Road at existing Waterfront Park parking lot curb cuts, to improve north-south pedestrian crossings.

**M3.2F:** Fund and implement design plans for right-sizing intersections identified as conflict points during this process, as noted in the Mobility Objectives Map and M3.1A.

**M3.2G:** Transfer ownership and maintenance responsibilities for Brownsboro Road and Story Avenue from KYTC to Louisville Metro to implement Complete Street principles, intersection right-sizing, and traffic-calming measures.



### Objective M3.3 Improve at-grade rail crossings in Butchertown, focusing on bike and pedestrian safety.

**M3.3A:** Audit existing conditions to identify unmarked rail or rail spur crossings lacking signage, concrete pads, or having uneven pavement conditions.

**M3.3B:** Work with rail companies to improve rail crossings with pedestrian or bicycle safety concerns.

**M3.3C:** Ensure that at-grade rail crossings within the Stadium District follow best practices for pedestrian and bike safety, such as warning lights, concrete pads, and nighttime lighting.

## GOAL M4

Use public art, placemaking, and urban activation to improve connectivity gaps within the study area, and at significant gateways.

### Objective M4.1 Overcome the barrier created by various highway corridors.

**M4.1A:** With support from Louisville Metro Commission on Public Art, secure funding for lighting and placemaking initiatives on highway underpasses between downtown, Waterfront Park, and the study area.

**M4.1B:** Issue an RFP or Call for Artists to develop a kit of parts for temporary underpass activation that can be implemented within six months, focusing on murals, pop-up activation, or sidewalk paint. Pair with a roadway right-sizing or road diet to slow vehicular traffic and improve safety.

**M4.1C:** Issue an RFP or Call for Artists to develop a lighting strategy for underpasses that can be easily replicated.

**M4.1D:** Work with social service partners in the study area to provide resources and support to transient population in underpasses.

### Objective M4.2 Reposition Branden Kleyko Alley as potential “outdoor art gallery.”

**M4.2A:** Assess existing conditions through an alley walk-through event that includes volunteers, property owners, and local artists.

**M4.2B:** Conduct a design charrette to re-imagine the alley space as a placemaking destination, implementing the vision over a week-long event. Work with Historic Landmarks & Preservation Districts Commission staff to ensure this meets the design guidelines of the Preservation District.

**M4.2C:** Partner with the Butchertown Art Fair to unveil a re-imagined art gallery alley.

### Objective M4.3 Connect NuLu to Butchertown and Phoenix Hill through public art.

**M4.3A:** Pair a pilot test of the Market Street Streetscape with placemaking elements, such as murals, sculptures, and painted bump-outs.

**M4.3B:** Establish an arts identity for Market Street through painted crosswalks, murals near intersections, and creative lighting. Work with NuLu Review Overlay District staff to ensure this meets the design guidelines of the Overlay District.

### Objective M4.4 Create a placemaking initiative in Phoenix Hill to enliven and activate underutilized spaces along roadways.

**M4.4A:** Work with residents to activate underutilized green spaces at intersections or near roadways using public art. These spaces may include:

- Traffic Circles along Clay Street
- Pocket Parks along Hancock Street
- Undeveloped lots on Shelby Street between Muhammad Ali Boulevard and Jefferson Street
- Chain link fencing along Medical District parking lots on Clay Street

**4.4.B:** Utilize public art, streetscaping, and other design techniques to improve the attractiveness of alleys for low speed uses (including walking, cycling, and other micromobility options).

## Underpass Case Study: Birmingham Lights

Birmingham, Alabama

Created in 2013 by artist Bill FitzGibbons, Birmingham Lights is a permanent LED lighting installation inside several viaduct near downtown. Attracting both locals and tourists during daytime and nighttime hours, the distinctive lighting has become a popular “Instagrammable” destination. The lighting scheme was applied to the 14th, 18th, 19th and 20th Streets underpasses, helping bridge psychological barriers between downtown and its surrounding neighborhoods.





# BC | Beargrass Creek

## A Waterway Reimagined

Often discussed but rarely experienced, residents described Beargrass Creek as the study area's top hidden gem. A partially channelized stream running behind industrial, residential and commercial land uses, this waterway has the opportunity to become the connective tissue linking Butchertown, Phoenix Hill and NuLu both with each other, and with surrounding neighborhoods. Within the last five years, Beargrass Creek has been the subject of several planning studies and charrettes that have awakened the public imagination for a continuous greenway connecting the Ohio River with Louisville's urban neighborhoods. These studies, which the planning team reviewed and was influenced by, include:

- Three Forks Beargrass Creek Ecosystem Restoration Feasibility Study (Ongoing, Louisville MSD and the U.S. Army Corps of Engineers)
- Connecting Beargrass Creek CNU Legacy Project (2019, GSP and Biohabitats)
- Beargrass Creek Trail Conceptual Shared Use Path and Ecological Restoration Plan (2016, Louisville Metro Parks and the U.S. Army Corps of Engineers)

Our resulting section includes goals and objectives that build on the work done to date to make the Beargrass Creek vision a reality. While the bulk of these plan's goals focus on the portion of Beargrass Creek's South Fork between the Ohio River and Broadway, the opportunity extends far beyond this study area, as noted in the map on the following page.

## Beargrass Creek Goals

- BC1** Restore Beargrass Creek's stream health and natural ecology.
- BC2** Transform the Beargrass Creek Corridor into a world-class greenway that connects neighborhoods with nature.
- BC3** Shape development along the Beargrass Creek corridor so new buildings face and engage a revitalized waterfront.
- BC4** Create a regional vision plan for Beargrass Creek that expands beyond this study area and connects to Cherokee Park and the Louisville Zoo.



# A Regional Vision for Beargrass Creek

## SOUTH FORK SECTION 1

Waterfront to Broadway

## SOUTH FORK SECTION 2

Paristown Pointe to Highlands

## SOUTH FORK SECTION 3

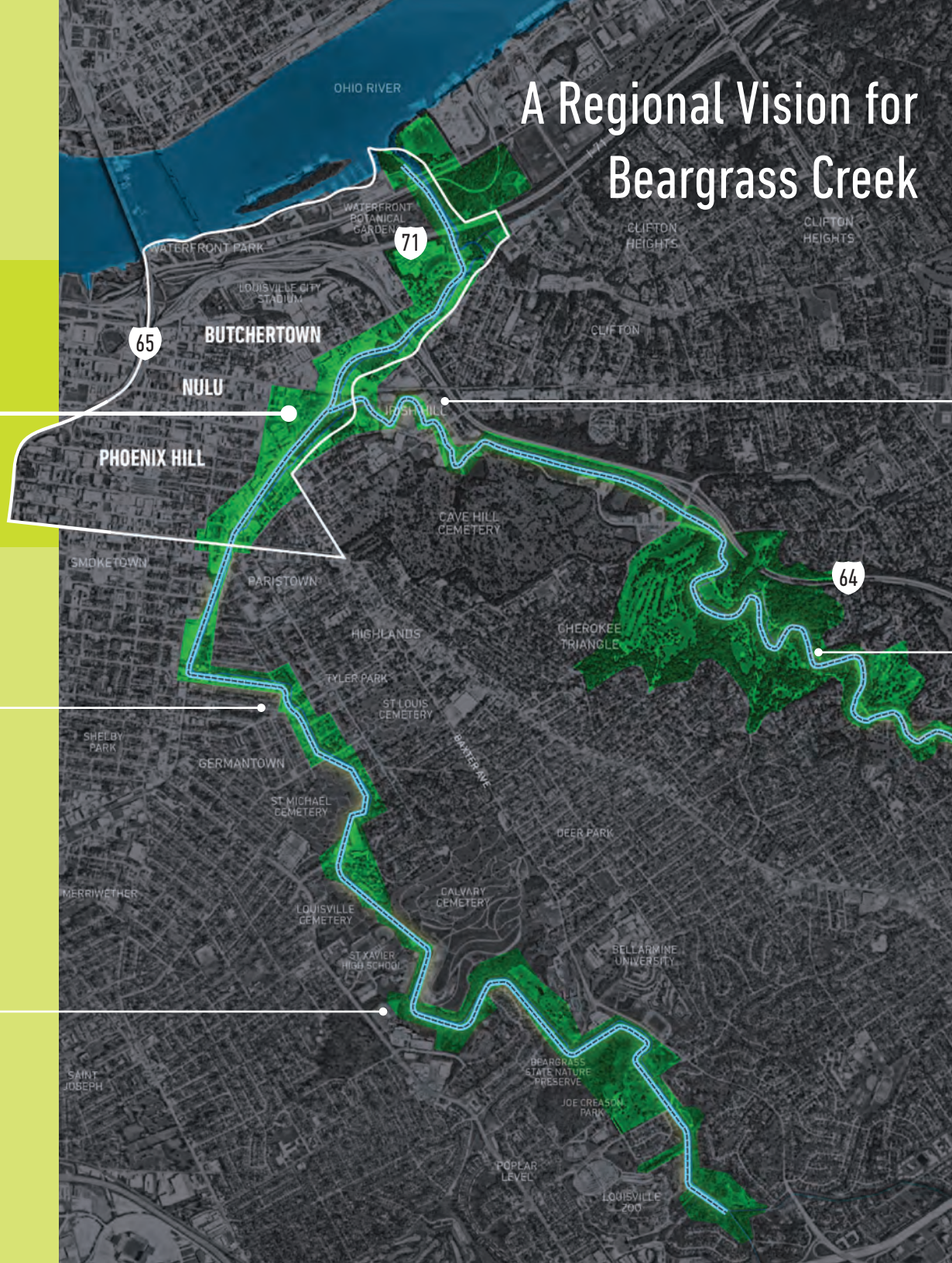
Highlands to Louisville Zoo

## MIDDLE FORK SECTION 1

NuLu to Irish Hill

## MIDDLE FORK SECTION 2

Cave Hill to Cherokee



# BC | Beargrass Creek

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **BC1**

#### Restore Beargrass Creek's stream health and natural ecology.

##### **Objective BC1.1 Study the feasibility of a naturalized Beargrass Creek.**

**BC1.1A:** Convene a task force representing wide interests in the study area to establish funding and organizational capacity around improvements to Beargrass Creek.

**BC1.1B:** Conduct a Beargrass Creek Restoration Feasibility Study that includes guidance on implementable steps and preliminary estimates of probable cost.

##### **Objective BC1.2 Create a more natural and healthy river environment that supports a diverse aquatic habitat and river edge.**

**BC1.2A:** Support recommendations from the joint MSD/Army Corp study for the ecological restoration of Beargrass Creek.

**BC1.2B:** In channelized segments, create a naturalized creek using pools, riffles and glides.

**BC1.2C:** Stabilize and vegetate the river edge with native plant material and riparian habitat that supports local wildlife.

**BC1.2D:** Engage owners of properties with creek frontage to add trees, landscaping and remove invasive species.

### GOAL **BC2**

#### Transform the Beargrass Creek Corridor into a world-class greenway that connects neighborhoods with nature.

##### **Objective BC2.1 Work with partners, such as River City Paddle Sports and the Community Boat House, to tell the story of Beargrass Creek to highlight the importance of wildlife/greenway corridors in our urban neighborhoods.**

**BC2.1A:** Host tours and education sessions focusing on Beargrass Creek with area experts to increase awareness of the creek's significance.

**BC2.1B:** Host a temporary activation along the corridor to showcase the its hidden beauty, using a strategy influenced by ReSurfaced events nearby. The activation should bring people to Beargrass Creek, provide access to the water, and show the potential impact of a greenway.

**BC2.1C:** Partner with Home of the Innocents, Lincoln Elementary, Beargrass Creek Alliance, River City Paddle Sports, and nearby houses of worship with youth programs to use access to the Beargrass Creek as an educational component.

**BC2.1D:** Create a history and art installation near or along the creek that shares the history of this waterway and its future opportunity.

##### **Objective BC2.2 Create a continuous pathway on both sides of the creek.**

**BC2.2A:** Establish a 25-foot easement on both sides of the creek for pedestrian and bike access.

**BC2.2B:** Work with partners to conduct preliminary design concepts for a 8 to 12-foot-wide trail on both the east and west banks, integrated with the regional bike trail system.

**BC2.2C:** Work with partners to secure funding for a Beargrass Creek Greenway. Funding may include local or state grants, or a Department of Transportation Discretionary Grant.

**BC2.3D:** Develop a tool-kit to amenitize the trail with lighting, benches, trash/recycling bins, and signage/wayfinding.

##### **Objective BC2.3 Connect Beargrass Creek with its surrounding neighborhoods.**

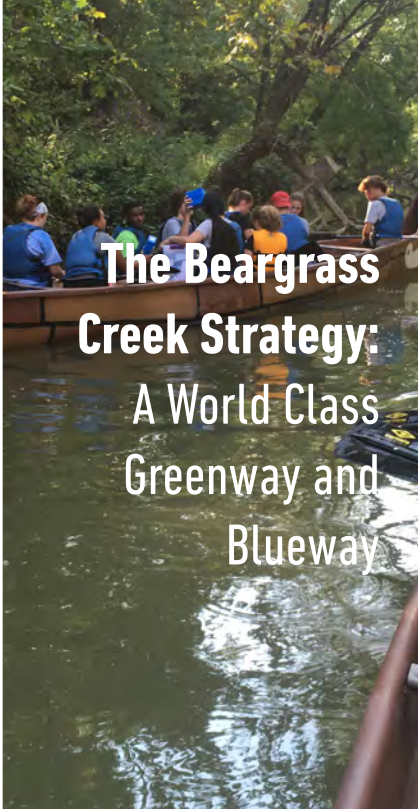
**BC2.3A:** With input from residents and bike advocacy organizations, identify key connections between a Beargrass Creek Greenway and nearby streets, parks, and communities.

**BC2.3B:** Work with public works to ensure future bridge work along Beargrass Creek provide pedestrian/bike access points.

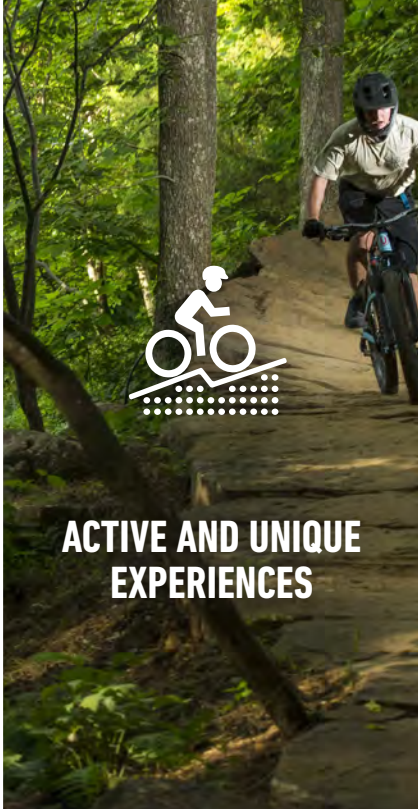
##### **Objective BC2.4 Improve access to the water for fishing and small watercraft.**

**BC2.4A:** With input from residents and advocacy organizations, identify key locations for water access and parking for small watercraft users.

**BC2.4B:** Incentivize a local kayak, canoe, and Stand Up Paddle Board (SUP) rental facility within naturalized portions of the creek.



# The Beargrass Creek Strategy: A World Class Greenway and Blueway



**ACTIVE AND UNIQUE  
EXPERIENCES**



**ACCESS TO  
THE WATER**



**ACCESS TO  
NATURE**



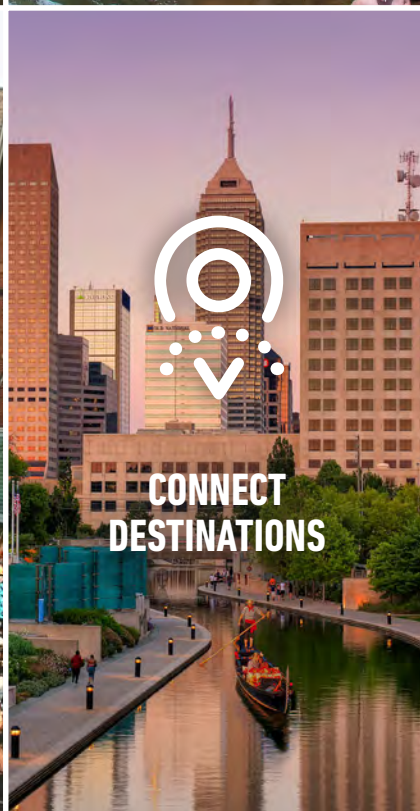
**ACTIVATION, ART, AND  
PLACEMAKING**



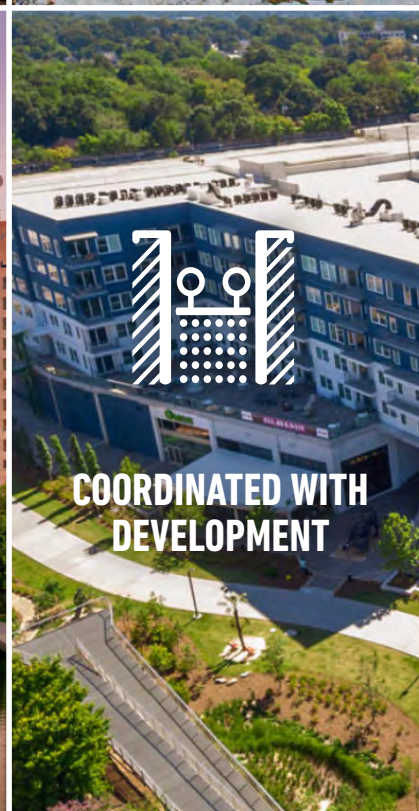
**INTERCONNECTED  
SYSTEM**



**ACCESS TO  
NEIGHBORHOODS**



**CONNECT  
DESTINATIONS**



**COORDINATED WITH  
DEVELOPMENT**



**MEMORABLE  
IDENTITY AND  
BRANDING**

# BC | Beargrass Creek

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL BC3

Shape development along the Beargrass Creek corridor so new buildings face and engage a revitalized waterfront.

**Objective BC3.1 Collaborate with public and private partners to improve underutilized parcels along Beargrass Creek.**

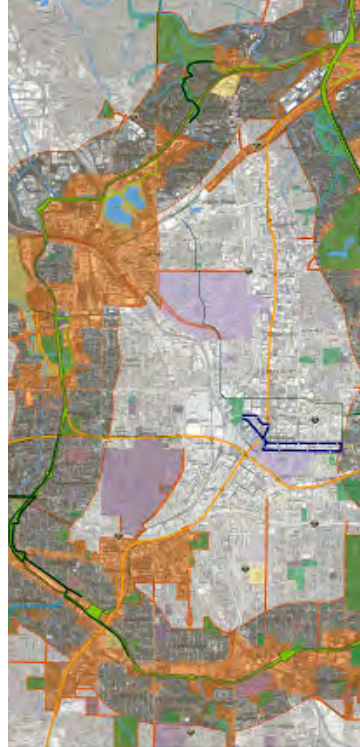
**BC3.1A:** Conduct a roundtable with current owners of property along the creek and the development community to discuss long-term development potential.

**BC3.1B:** Work with MSD and Public Works to reduce the footprint of the flood zone south of Baxter Avenue in a future redesign of the Baxter Avenue and Liberty Street Bridge.

**Objective BC3.2 Explore the feasibility of an overlay district for the Beargrass Creek area.**

**BC3.2A:** The Beargrass Creek Task Force (BC1.1A) working with affected property owners should determine whether an overlay for Beargrass Creek is feasible. If an overlay is deemed feasible then develop community goals for how future development should address its Beargrass Creek frontage, and the types and character of development desired along the water.

**BC3.2B:** If it is determined that an overlay district is desired for Beargrass Creek, conduct a public



## Overlay District Case Study: Atlanta Beltline

Atlanta, Georgia

The Beltline is an initiative to add greenspace, transit, trails and redevelopment along 22 miles of abandoned rail encircling Atlanta's urban core. The overlay district is a roughly ½ mile buffer on either side of the rail corridor that increases density and height allowances, and incorporates new design standards such as new pedestrian paths and tree-lined streetscapes. The overlay includes several subareas, each of which undergoes a separate master plan to address a redevelopment and open space vision. Property zoned R-1 (Single-family residential) through R-5 (Two-family residential) are excluded from the overlay's regulations. Historic District regulations or landmark status for structures are not impacted or replaced.

process to develop guidelines for the overlay that address building heights, buffers (at least 50ft), trail and water access, and landscape/stormwater. Once completed, implement the overlay district as required by Louisville Metro Code of Ordinances.

### GOAL BC4

Create a regional vision plan for Beargrass Creek that expands beyond this study area and connects to Cherokee Park and the Louisville Zoo.

**Objective BC4.1 Convene a Beargrass Creek Visioning and Implementation Committee to focus on a regional-scale system of trails and open space along the water.**

**BC4.1A:** Conduct a market study to gauge the economic development impact of implementing recommendations from this and previous planning studies.

**BC4.1B:** Conduct a single master planning study for the Beargrass Creek corridor that looks at trail connections, the creation of a blueway system, and integrated transit options.

**Objective BC4.2 Establish an Implementation Partnership to focus on Beargrass Creek.**

**BC4.2A:** Using 21st Century Parks as a model, form a non-profit agency solely dedicated to making the Beargrass Creek vision into reality.

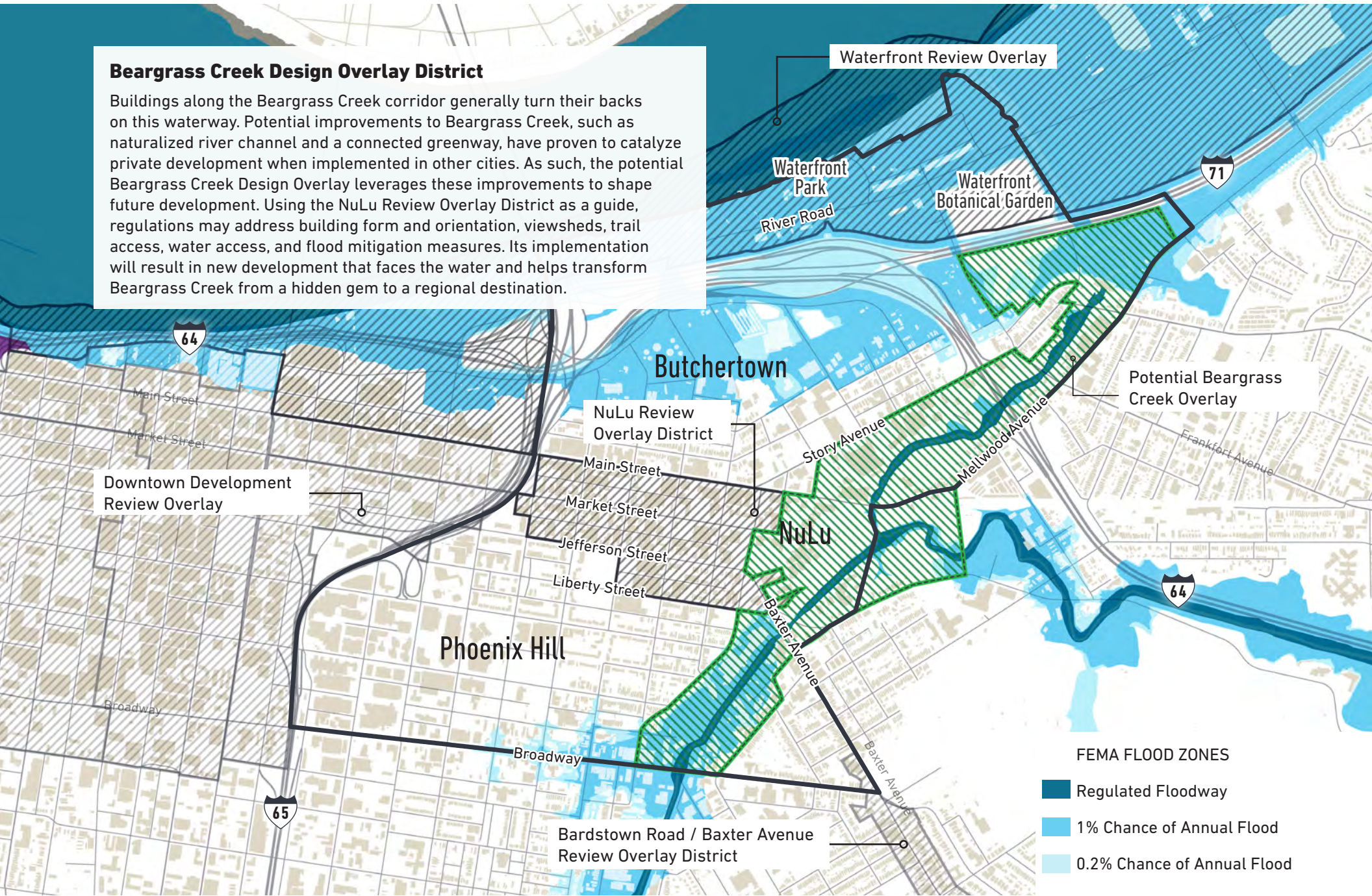
**BC4.2B:** Work with Louisville Metro to transfer publicly-owned land along Beargrass Creek.

**BC4.2C:** Develop a brand and identity for the Beargrass Creek Greenway, using the Louisville Loop as a model.



**Beargrass Creek Design Overlay District**

Buildings along the Beargrass Creek corridor generally turn their backs on this waterway. Potential improvements to Beargrass Creek, such as a naturalized river channel and a connected greenway, have proven to catalyze private development when implemented in other cities. As such, the potential Beargrass Creek Design Overlay leverages these improvements to shape future development. Using the NuLu Review Overlay District as a guide, regulations may address building form and orientation, viewsheds, trail access, water access, and flood mitigation measures. Its implementation will result in new development that faces the water and helps transform Beargrass Creek from a hidden gem to a regional destination.



- FEMA FLOOD ZONES**
- Regulated Floodway
  - 1% Chance of Annual Flood
  - 0.2% Chance of Annual Flood



# EA | Equity and Affordability

## A Community for Everyone

This planning process, initiated in late 2019 and completed in 2020, occurred during two pivotal events: the COVID-19 global pandemic, and a nationwide introspective look at longstanding issues around systemic racism and implicit bias. The discussions and conversations around these two events included an acknowledgment of the economic and health hardships disproportionately affecting minority and low-income populations. As such, this section is focused on addressing some of the inequities brought to light from this city-wide conversation.

Even before the added economic pressure of a global pandemic and its related job losses, this study area already faced fears of economic displacement of longtime residents, both homeowners and renters, due to gentrification. This is an issue facing many neighborhoods throughout the country. Gentrification is defined as the buying and renovation of housing and commercial properties in urban neighborhoods by upper- or middle-income families or individuals, raising property values but often displacing low-income families and small businesses. The dynamic development environment in the study area, which experienced development proposals for new mixed-use and multifamily prior to and during the pandemic, also may result in this type of displacement. The goals and objectives in this section are geared toward ensuring growth continues in this area, but it does so in a way that benefits people of all incomes and backgrounds.

## Equity and Affordability Goals

- EA1** **Support multiple housing types** in new developments beyond traditional mixed-use or single-family to establish multiple price-points.
- EA2** **Prevent the displacement of longtime residents** caused by development pressures and the effects of gentrification, and welcome new residents of all income groups.
- EA3** **Work with local businesses** to establish hiring and operational policies that combat systemic racism.
- EA4** **Focus on resident health and economic wellbeing** to address the inequities heightened by the COVID-19 global pandemic, and its long-term effects.
- EA5** **Support the study area's unhoused neighbors** with short- and long-term strategies.

“For many years, Phoenix Hill has been one of the more diverse neighborhoods in Louisville, including diversity in types of housing. Phoenix Hill Neighborhood Association strongly supports this diversity in housing, especially the availability of affordable rental housing to low income persons. We are grateful for the presence of well over 1,000 affordable rent subsidized housing units in housing developments, scattered site housing, and rental apartments and houses subsidized through Section 8 housing choice vouchers.”

**- Phoenix Hill Neighborhood Association**



Affordable housing was identified as one of the study area’s most valuable assets, with the stated goal to preserve and promote affordability in each community. Many community members pointed out the lack of a common definition for affordable housing, especially for residents who are considered low-income. With this in mind, the community developed a definition for Low-Income Affordable Housing based on standards created by the U.S. Department of Housing and Urban Development. This definition should be applied throughout the plan document when “affordable housing” is referenced.

### **Community Definition for “Low Income Affordable Housing”**

The U.S. Department of Housing and Urban Development (HUD) defines affordable housing as housing for which the occupant is paying no more than 30% of gross income for housing costs, including utilities. In order to further refine this metric for low-income residents of the study area, it can be compared to Area Median Income (AMI). HUD considers a household to be “low-income” if it makes less than 80% of the AMI for the area. Therefore, using these two metrics, low-income affordable housing is that which costs less than 24% of the AMI. The AMI is \$17,761 for Phoenix Hill, \$45,455 for NuLu, \$50,489 for Butchertown, and \$24,922 for the full study area (see p.23).

## GOAL EA1

**Support multiple housing types in new developments beyond traditional mixed-use or single-family to establish multiple price-points.**

### **Objective EA1.1 Build “Missing Middle Housing” in underutilized or vacant lots in Phoenix Hill.**

**EA1.1A:** Host a developer roundtable open to residents, in partnership with a local advocacy group, to discuss Missing Middle housing types, and their impact on affordability.

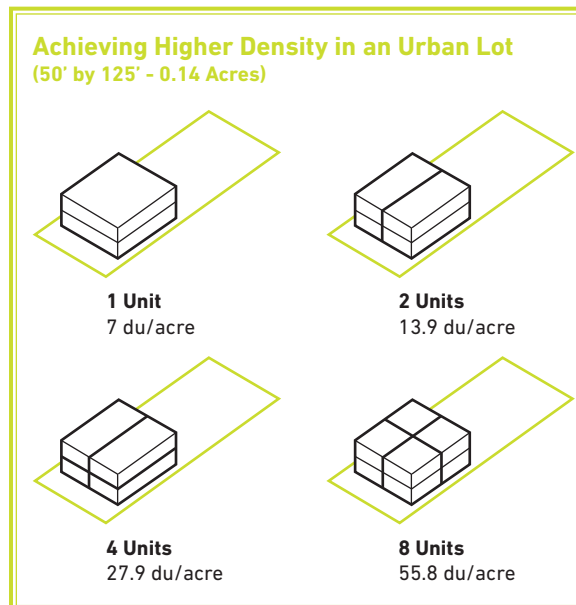
**EA1.1B:** Support the construction or renovation of Missing Middle housing, such as Accessory Dwelling Units (ADU) as a way to increase density in single family areas.

**EA1.1C:** Work with Louisville Landbank Authority and Louisville Metro Housing to issue developer RFPs for single-lot residential developments of Missing Middle Housing.

### **Objective EA1.2 Attract a Community Land Trust (CLT) or nonprofit community-building entity to build new diverse housing options.**

**EA1.2A:** Work with Louisville Metro in its August 2020 RFP process to select a CLT, in an advocacy role for Phoenix Hill.

**EA1.2B:** Identify properties that are vacant or underutilized suitable for redevelopment and transfer to a CLT.



#### **WHAT is Missing Middle?**

*A range of housing types with multiple units that are compatible in scale and form with detached single-family homes and are located in a walkable neighborhood (Source: missingmiddlehousing.com).*

# Community Land Trust Case Study: Sawmill Community Land Trust

Albuquerque, New Mexico

Sawmill Community Land Trust is a nonprofit organization building affordable housing for families at, or below, 80% of Area Median Income (AMI) in Albuquerque, New Mexico. Sawmill's efforts are concentrated in a former industrial property re-imagined into a mixed-income multi-generational community known as Arbolera de Vida (or Tree Grove of Life).

The community includes 93 homes in 27 acres of reclaimed industrial property, features various housing types, such as single-family detached, duplexes, townhomes and live/work flex spaces. Anchored by rich park spaces with playgrounds and community amenities, Arbolera de Vida also features live-work artists lofts for artists earning at or below 60% of AMI, and senior housing for those earning at or below 50% of AMI.



# EA | Equity and Affordability

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL EA2

**Prevent the displacement of longtime residents caused by development pressures and the effects of gentrification, and welcome new residents of all income groups.**

**Objective EA2.1 Create an affordable housing strategy that focuses on attracting mixed-income developments, and retaining existing residents.**

**EA2.1A:** Implement the strategies for Butchertown, Phoenix Hill and NuLu outlined in the 2019 Housing Needs Assessment, Downtown Market Area.

**EA2.1B:** Audit conditions of existing single-family residential properties, to identify properties in need of facade improvements or significant repair.

**EA2.1C:** Create a partnership between neighborhood associations, developers working in the community, and the Louisville Metro Affordable Housing Trust Fund (LAHTF) to address affordable housing shortages in the community.

**EA2.1D:** Establish a liaison between neighborhood associations and the renter population, to identify renter needs and wants.

**EA2.1E:** Guide owners of distressed properties through the process of contacting and identifying local available housing programs that support foreclosure relief and property improvements.

**EA2.1F:** Maintain existing affordable rental housing by working with Louisville Metro Government and local property owners to renew affordability restrictions as they are set to expire.

**Objective EA2.2 Leverage development momentum by working with the development community to include affordable units.**

**EA2.2A:** Work with Louisville Metro to formalize the requirement for affordable units in development proposals on public land and using public funds.

**EA2.2B:** Establish an affordability goal for Butchertown, NuLu and Phoenix Hill as a percentage of total new market-rate units proposed, that recognizes the need for balance between addressing affordability and development costs. The goal should use a percentage of area median income (AMI) as a key metric, and rely on data from the Housing Needs Assessment for its analysis.

**EA2.2C:** Partner with Louisville Metro Planning & Design Services to prioritize inclusionary zoning in any updates to the Land Development Code (LDC). Include a requirement for a percentage of affordable units within larger residential or mixed-use developments.

**EA2.2D:** Support creative housing solutions that provide affordable rental opportunities, such as modular or prefabricated housing that drive down construction costs.

**Objective EA2.3 Build on NuLu's rich arts and culture community to create an artist residency program that provides subsidized housing for local artists living and working in the area.**

**EA2.3A:** Work with the NuLu Business Association to identify arts organizations with a broad and diverse artist network.

**EA2.3B:** In partnership with a Community Land Trust or local lender, issue an RFP for a non-profit organization focused on leading an artist residency program, modeled after Big Car Collaborative in Indianapolis.

**EA2.3C:** Work with Louisville Landbank Authority to transfer property suitable for future artist housing.

**EA2.3D:** Establish a relationship with a local lender to support housing financing and operations.

**Objective EA2.4 Encourage a short term rental policy that encourages equitable distribution of housing.**

**EA2.4A:** Work with resident associations to provide residents with resources illustrating current short term rental policies and how these affect their property.

**EA2.4B:** Work with Louisville Metro Planning & Design Services to explore options for Short Term Rentals (STR) in Office Residential zoning districts, including updating the STR Conditional Use Permit regulations.

# Artist Residency Case Study: Big Car Collaborative

Indianapolis, Indiana

Big Car Collaborative is a nonprofit art and design organization that uses culture and creativity to build community and social cohesion. As part of its mission, the non-profit offers an artist residency in the Garfield Park Neighborhood of Indianapolis. Artists of all disciplines can apply to be matched with one of five affordable homes and down payment assistance. Disciplines may include architecture, culinary arts, visual art, public art, etc.

Artist homeowners purchase a 49% ownership interest in the home. The selected artists, which are required to make less than 80% of the average Marion County income, commit to working for six years in support of the community. This includes 16 hours per month on community-driven projects, and opening their homes to community-wide tours and public events.

The program uses previously-vacant homes to avoid displacing current residents. If the artist moves out, the partnership buys their 49% share of the house and puts it back in the program at the same cost level.



## GOAL EA3

**Work with local businesses to establish hiring and operational policies that combat systemic racism.**

**Objective EA3.1 Through the NuLu Business Association, set voluntary guidelines for NuLu retail and entertainment establishments that address issues around systemic racism.**

**EA3.1A:** Through the Diversity Empowerment Council of the NuLu Business Association, meet with black and minority leaders to set road map for council's use of funds to support diversity in NuLu.

**EA3.1B:** Support minority-owned businesses through guidance, mentorship and training.

**EA3.1C:** Provide free implicit bias training to retail/dining establishments.

**Objective EA3.2 Create a task force of industrial, manufacturing and office employers in Butchertown and Phoenix Hill to address implicit bias and inclusion in hiring and retention of employees.**

**EA3.2A:** Review hiring practices to audit potential instances of implicit bias.

**EA3.2B:** Provide free employee implicit bias training and resources.

## GOAL EA4

**Focus on resident health and economic wellbeing to address the inequities heightened by the COVID-19 pandemic, and its long-term effects.**

**Objective EA4.1 Increase access to healthy and fresh foods.**

**EA4.1A:** Encourage temporary or mid-term community garden uses of vacant sites, concentrating efforts in sites between Liberty Green and Phoenix Hill.

**EA4.1B:** Work with the Phoenix Hill Farmer's Market and the development community to identify a permanent and centrally located outdoor pavilion for the market.

**EA4.1C:** Work with the developers to attract a grocery co-op or small grocery store into the community.

**Objective EA4.2 Expand job opportunities for those affected by long-term job losses.**

**EA4.2A:** Work with hospitals, large employers, and community leaders to pilot-test a job training or apprenticeship program for nearby residents or retail/restaurant employees affected by recent job losses.

**EA4.2B:** Work with hospitals, large employers, and community leaders to fill hiring needs with nearby residents.

# EA | Equity and Affordability

## GOALS, OBJECTIVES, AND ACTION ITEMS

### GOAL **EA5**

**Support the study area's unhoused neighbors with short- and long-term strategies.**

**Objective EA5.1: Partner with Louisville Metro's Homeless Services Division to develop a neighborhood task force dedicated to providing support and resources for the study area's unhoused neighbors.**

**EA5.1A:** Work with organizations like the Coalition for the Homeless to receive training on how to approach and assess needs for unhoused neighbors.

**EA5.1B:** Support existing organizations and resources in the community such as St. John's Center, Wayside Christian Mission, Hildegard House, St. Joseph Catholic Church, and the Jefferson Street Baptist Community at Liberty.

**EA5.1C:** Coordinate with the assigned LMPD Division Resource Officer to develop compassionate strategies for reporting and assistance.

**Objective EA5.2: Work with developers and Louisville Metro's Homeless Services Division to prevent displacement.**

**EA5.2A:** Ensure that all potential relocations of unhoused individual(s) on public property adhere to the "21-day ordinance" (LMCO §131.02), which mandates that Louisville Metro Government provide at least 21 days notice before relocation.

**EA5.2B:** Encourage developers and owners of private property to follow the "21-day ordinance" when considering the relocation of any unhoused individual(s).

**EA5.2C:** Implement the housing affordability recommendations in this plan and in Louisville Metro's Housing Needs Assessment to help address the root causes of homelessness.

[ 05 ]

# Implementation







"Would love to see *nice restaurants and businesses on Beargrass*. Where people could kayak, canoe and eat overlooking a revitalized creek." - Survey Respondent

"I like what I see. I particularly like better safety for bicycles, more green and meeting areas. Anything that makes cycling safer and more connected to other bike trails and parks is great." - Survey Respondent

**WE ASKED:**  
What are the top three things in the plan that you would like to see implemented?





**TOP ANSWER**

development  
access  
**Beargrass**  
Creek  
greenway streets  
bike lanes  
income  
Affordable housing  
green  
homeless Improved  
homes neighborhoods sidewalk options  
Beautification  
Conversions

# Making it a Reality: Responsibility Matrix

## Implementation Timeframes

This plan's objectives include specific action items organized by whether these can occur immediately, within a year, or longer. Below, you'll find how we determined whether an objective falls within the following four implementation timeframes:

-  **Quick Wins (We can do these NOW!)**  
These action items can be completed right away, at a low cost, and will have an outsized impact relative to their effort.
-  **Near-Term (6 Months to 1 Year)**  
Though these can be accomplished relatively quickly within a year, they may require some coordination, permitting, or additional engagement.
-  **Mid-Term (1 Year to 5 Years)**  
These action items are feasible to implement within the next 5 years. Their intent is to be flexible, yet remain action-oriented.
-  **Long-Term (5 to 10 Years)**  
Ambitious in scope, these action-items focus on a long-term vision for the community.

## Community Partners and Agencies Involved

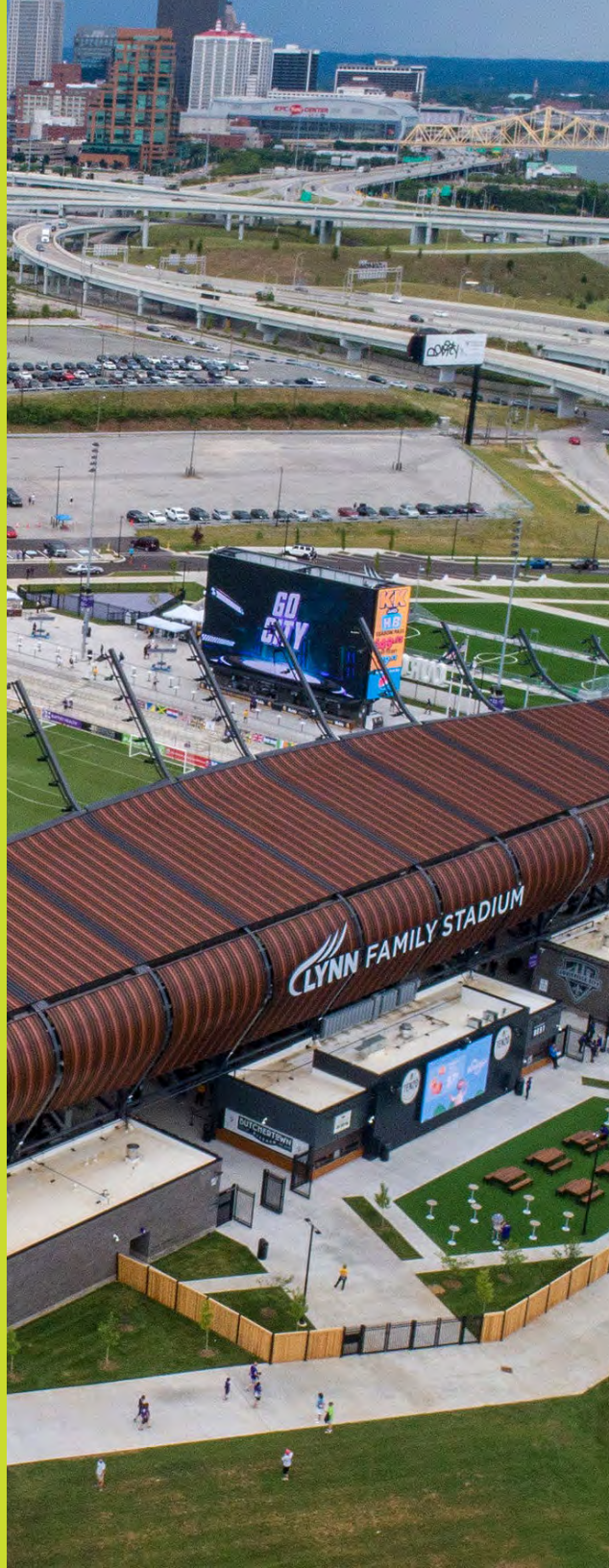
The Responsibility Matrix includes potential community partners and public agencies involved in the implementation of each action item. A collaborative relationship between private and public entities is essential to achieving this plan's goals and objectives. While this plan suggests the involvement of certain parties or organization, it does so with the flexibility to accommodate additional collaborators.

### Community Partners

These implementation actors include resident groups, private business associations, employers and businesses, and private institutions. Their role in the implementation process will be one of advocacy and guidance, ensuring that action items are followed so they reflect the interests of those who live, work and visit Butchertown, Phoenix Hill, and NuLu.

### Responsible Agencies

The agencies listed in this portion of the Responsibility Matrix include municipal departments, state agencies, and offices within the federal government. Their involvement varies with each action item and are generally understood to include a leadership role in the implementation of this plan.



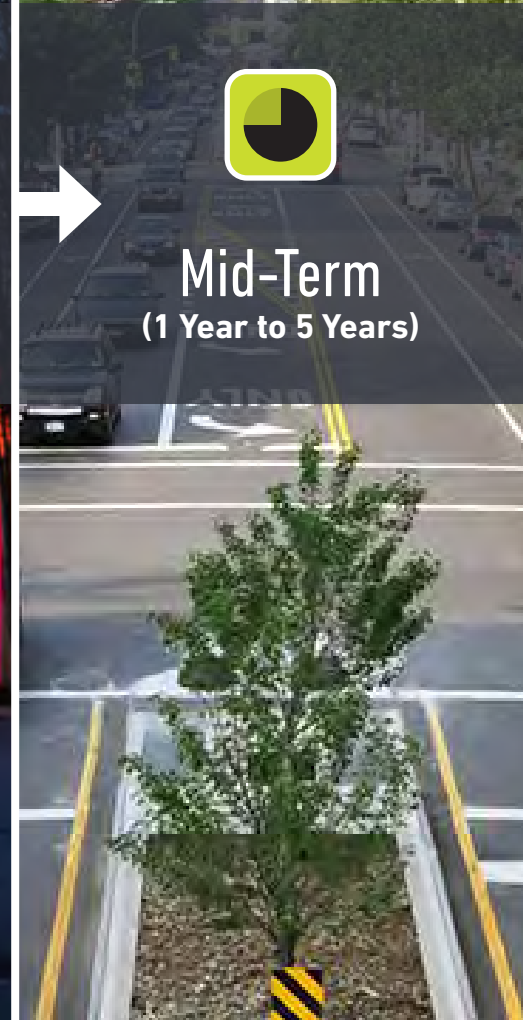


**Quick Wins**  
(We can do these NOW!)

**Near-Term**  
(6 Months to 1 Year)

**Mid-Term**  
(1 Year to 5 Years)

**Long-Term**  
(5 to 10 Years)



# LU | Land Use and Community Form Responsibility Matrix

**GOAL** **LU1** **Support residential portions of the community to enhance what makes them unique, and build on their character and livability.**

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective LU1.1</b>	<b>Leverage strong resident engagement to help shape and impact future development, particularly during early phases of the development process.</b>			
<b>LU1.1A</b>	Within each community resident association, develop a task force dedicated to implementing this plan.	Neighborhood associations	Councilperson, Develop Louisville	Quick Wins
<b>LU1.1B</b>	Canvass existing business owners to determine if a Business Improvement District for commercial corridors is warranted to ensure corridor improvements and ongoing maintenance.	NuLu Business Association, business owners	Councilperson, Economic Development	Near-Term
<b>LU1.1C</b>	Collaborate with Louisville Metro Planning & Design Services on current and future updated to the Land Development Code (LDC), with specific focus on improved resident notification and engagement.	Neighborhood associations	Planning & Design Services, Develop Louisville, Councilperson	Near-Term
<b>LU1.1D</b>	Encourage known investors and developers in the study area to engage with residents before the development review process begins.	Property owners and developers, neighborhood associations	Develop Louisville, Councilperson	Near-Term
<b>LU1.1E</b>	Ensure that resident and community voices are heard throughout private and public development and infrastructure improvement processes, from conception to completion.	Property owners and developers, neighborhood associations	Develop Louisville, Metro Public Works, KYTC, Councilperson	Mid-Term
<b>Objective LU1.2</b>	<b>Consider the inclusion of a Community Benefits Agreement (CBA) for large developments, particularly for those that are on publicly owned land or that utilize public funding, to encourage affordable housing and protect longtime residents from displacement.</b>			
<b>LU1.2A</b>	Explore the possibility of requiring CBA's for projects that involve publicly owned land or public funding (i.e. tax increment financing).	Neighborhood associations, property owners and developers	Develop Louisville, Economic Development, Metro Council	Mid-Term
<b>LU1.2B</b>	Ensure potential CBA processes include a Community Advisory Committee, or similar group, that guides development, implementation, and maintenance of the agreement. This Committee should include representatives of both the developer and the community.	Neighborhood associations, property owners and developers	Develop Louisville, Economic Development, Metro Council	Mid-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>LU1.2C</b>	<p>In an effort to promote transparency, community members should develop a standard list of potential items that could be included in future CBA's. Some examples are listed below:</p> <ul style="list-style-type: none"> <li>• Focus employee recruitment in the Phoenix Hill, Butchertown, and NuLu communities.</li> <li>• Provide a living wage (at least \$15.50/hr) for all workers involved in the project, from conception to completion.</li> <li>• Create a neighborhood endowment fund to cover the cost of unintended impacts to the community.</li> <li>• Ensure a minimum number of affordable housing units, when applicable.</li> <li>• Provide access to community health and wellness amenities associated with the development.</li> <li>• Support policy changes that benefit and protect residents from negative design and environmental impacts, such as residential parking programs.</li> <li>• Collaborate with local artists and creatives, when applicable.</li> </ul>	Neighborhood associations, property owners and developers	Develop Louisville, Economic Development, Metro Council	Mid-Term
<b>Objective LU1.3</b>	<b>Strengthen historic preservation efforts for residential portions of the study area.</b>			
<b>LU1.3A</b>	Engage the residents of Phoenix Hill to determine if more historic preservation protections are desired in the residential portions of the neighborhood. Options can include a local preservation district, an overlay district, individual landmarks and complexes, or something else determined from specific needs.	Phoenix Hill Neighborhood Association	Develop Louisville, Historic Landmarks and Preservation Districts Commission	Near-Term
<b>Objective LU1.4</b>	<b>Ensure new development is compatible with the scale and form of the surrounding built environment.</b>			
<b>LU1.4A</b>	Examine the Industrial Character Area design guidelines of Butchertown to ensure they address buffering any new or expanded industrial activity when it is near residential areas.	Butchertown Neighborhood Association, industrial partners	Develop Louisville, Historic Landmarks & Preservation Districts Commission	Quick Wins
<b>LU1.4B</b>	Examine the Butchertown local preservation district guidelines to ensure they address development along major corridors impacting residential parts of the community, including appropriateness with regard to scale, design, and materials.	Butchertown Neighborhood Association	Develop Louisville, Historic Landmarks & Preservation Districts Commission	Near-Term
<b>LU1.4C</b>	Engage Phoenix Hill residents to determine if design guidelines for new industrial activity is desired near residential portions of the neighborhood.	Phoenix Hill Neighborhood Association, industrial partners	Develop Louisville	Mid-Term
<b>LU1.4D</b>	Engage residents through a robust community input process in the development of a new Urban Center Neighborhood Form District (UCN) and its transition zone to ensure appropriate transitions near existing residential areas.	Neighborhood Associations	Councilperson, Develop Louisville	Near-Term
<b>Objective LU1.5</b>	<b>Invest in quality neighborhood pocket parks and open spaces that address resident needs.</b>			
<b>LU1.5A</b>	With resident input, Identify underutilized or vacant lots in Butchertown, NuLu or Phoenix Hill, and develop a temporary pocket park using tactical urbanism strategies.	Neighborhood associations, NuLu Business Association	Develop Louisville, Louisville Metro Parks	Quick Wins

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
LU1.5B	Support programming small-scale gatherings, such as yoga classes or movie showings, at existing community parks, such as Rubel Park or Story Avenue Park.	Neighborhood associations	Develop Louisville, Louisville Metro Parks	Quick Wins
LU1.5C	Work with development community to improve green spaces within Liberty Green along Clay and Hancock Streets and transform these into amenitized pocket parks, maintained in partnership with a Liberty Green entity, such as a Business Improvement District.	Liberty Green development partners, Phoenix Hill Neighborhood Association	Louisville Metro Housing Authority, Develop Louisville, Public Works	Near-Term
LU1.5D	Create a master plan for Rubel Park that focuses on improving fencing, circulation, and nearby connections to the neighborhood.	Phoenix Hill Neighborhood Association, Rubel Park area residents	Louisville Metro Parks	Mid-Term
LU1.5E	Work with resident associations to establish a maintenance strategy for existing and new open spaces within each neighborhood.	Neighborhood associations	Louisville Metro Parks	Mid-Term
LU1.5F	Engage residents to identify and fill gaps in active recreational amenities within a 10-minute walk of residential pockets, such as basketball courts, flex athletic fields, outdoor gyms, and playscapes.	Neighborhood associations	Louisville Metro Parks	Mid-Term

## GOAL **LU2** Infill vacant and underutilized properties, targeting known “gaps” and identify industrial properties that may transition into residential, mixed-use, or commercial.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective LU2.1</b>	<b>Plan for future redevelopment of properties in close proximity to the study area’s destinations.</b>			
LU2.1A	Identify industrial, manufacturing, or single-use commercial properties expected to transition to mixed-use or residential.	Neighborhood associations, industrial partners, development partners	Councilperson, Develop Louisville, Economic Development	Near-Term
LU2.1B	Undergo an area-wide rezoning of properties identified through LU2.1A, focusing on vacant or underutilized properties currently zoned M-2 or M-3 that are expected to face development pressure within the next 5 years. Work with Louisville Metro Planning and Design to determine new zoning designation, focusing on encouraging mixed-use with active ground uses and office or residential. New zoning designations may include EZ-1, C-2 and CM.	Neighborhood associations, industrial partners, development partners, residents near adjacent parcels	Councilperson, Develop Louisville, Economic Development	Near-Term
LU2.1C	After adoption of the Urban Center Neighborhood Form District (UCN), change portions of the study area identified in the accompanying map to the UCN as appropriate to ensure future development reflects a high-quality walkable urban environment.	Neighborhood associations, development partners	Councilperson, Develop Louisville, Economic Development	Mid-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>LU2.1D</b>	After adoption of the Urban Center Neighborhood Form District (UCN), change properties within the Traditional Neighborhood Form District (TN) near NuLu and Liberty Green to the UCN as appropriate to promote higher intensity uses and mixed use.	Neighborhood associations, development partners	Councilperson, Develop Louisville, Economic Development	Mid-Term
<b>LU2.1E</b>	Allow for the expansion of the NuLu Review Overlay District where appropriate, to ensure NuLu’s long-term vitality as this district continues to influence development beyond its Market Street epicenter.	NuLu Business Association	Councilperson, Develop Louisville, Economic Development	Long-Term
<b>Objective LU2.2</b>	<b>Encourage appropriate redevelopment that supports a “15-Minute City” to increase the study area’s livability.</b>			
<b>LU2.2A</b>	Partner with a developer to create a pilot project for a temporary community-centric use in an empty lot in Phoenix Hill near Liberty Green. The use should be determined by residents, using the results of the community survey conducted in this process. Potential uses include a corner grocery, expansion of an existing grocer, retail or coffee shop pop-up, or general store.	Phoenix Hill Neighborhood Association, area grocers/ markets, Liberty Green development partners	Develop Louisville, Public Health and Wellness Center for Health Equity	Quick Wins
<b>LU2.2B</b>	Encourage the construction or adaptive-reuse “Missing Middle” Housing to introduce diverse housing types into the community, such as multiplexes, fourplex apartments, courtyard apartments, townhomes, and duplexes.	Neighborhood associations, development partners	Develop Louisville	Mid-Term
<b>LU2.2C</b>	Work with the Stadium District development to express resident feedback on planned future uses, tenants and green space improvements.	Stadium district development and design team, Butchertown Neighborhood Association	Develop Louisville	Mid-Term
<b>Objective LU2.3</b>	<b>Relocate the Louisville Metro Police Impound Lot and redevelop with uses supported by the community.</b>			
<b>LU2.3A</b>	Undergo a separate follow-up small area study to set a community-based vision for the Louisville Metro Police Impound Lot. This process should include a community engagement component to re-imagine the site as a mixed-use development featuring open spaces, greenhouses or expansion of the Waterfront Botanical Gardens.	Butchertown Neighborhood Association, Waterfront Botanical Gardens, local developers	Develop Louisville, Economic Development, LMPD, Councilperson(s)	Near-Term
<b>LU2.3B</b>	Based on the recommendations of the small area study determine whether a form district change is needed. If determined to be needed, change the form district to a more appropriate designation.	Butchertown Neighborhood Association	Councilperson, Develop Louisville, LMPD	Mid-Term
<b>LU2.3C</b>	Relocate the Louisville Metro Police Impound Lot to an alternate more suitable location outside the study area.	Butchertown Neighborhood Association, Greater Louisville Inc. (GLI)	Develop Louisville, Economic Development, LMPD, Metro Council	Long-Term
<b>LU2.3D</b>	Find a development partner for the redevelopment of the Louisville Metro Police Impound Lot, guided by the results of an initial community engagement process, through an RFP developer selection process, and/or a partnership with the Waterfront Botanical Gardens.	Butchertown Neighborhood Association, Waterfront Botanical Gardens, local developers	Develop Louisville, Economic Development	Long-Term

## Responsibility Matrix

# GOAL **LU3** Promote economic development opportunities along the Broadway Corridor.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective LU3.1</b>	<b>Support mixed-use and ground-level commercial activity along Broadway.</b>			
<b>LU3.1A</b>	After adoption of the Urban Center Neighborhood Form District (UCN), collaborate with the Smoketown and Paristown Pointe neighborhood associations to change properties on Broadway in the Traditional Marketplace Corridor (TMC) to the UCN as appropriate to leverage future transit improvements and encourage Transit Oriented Development (TOD).	Neighborhood associations, Broadway landowners and businesses, development partners	Councilperson, Develop Louisville	Mid-Term
<b>LU3.1B</b>	Engage residents and developers to discuss long-term redevelopment of the Goodwill Property.	Goodwill Industries, Phoenix Hill Neighborhood Association, nearby residents and property owners	Develop Louisville, Economic Development	Mid-Term
<b>LU3.1C</b>	Work with MSD on future improvements to Beargrass Creek to reduce the impact of the current floodway along the corridor.	Owners/tenants of impacted properties	Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers, Develop Louisville	Long-Term
<b>Objective LU3.2</b>	<b>Re-establish Broadway's legacy as Louisville's premier multi-modal east-west corridor.</b>			
<b>LU3.2A</b>	Engage the residents of Phoenix Hill, Smoketown, and Paristown Pointe to determine if more historic preservation protections are desired for structures along the corridor. Options can include a local preservation district, an overlay district, individual landmarks and complexes, or something else determined from specific needs.	Neighborhood associations, local preservation advocacy groups	Historic Landmarks and Preservation Districts Commission, Develop Louisville	Near-Term
<b>Objective LU3.2</b>	<b>Re-establish Broadway's legacy as Louisville's premier multi-modal east-west corridor.</b>			
<b>LU3.3A</b>	Support recommendations from the Broadway Master Plan aimed at transforming the corridor into a walkable premium transit corridor with land uses that activate the street.	Neighborhood associations	Develop Louisville, Economic Development, Public Works, TARC, KYTC	Near-Term
<b>LU3.3B</b>	Following the completion of the Broadway Master Plan, determine premium transit station locations and identify properties expected to redevelop within walking distance of stations (quarter to half-mile buffer).	Neighborhood associations, Broadway landowners and businesses	Develop Louisville, Economic Development, Public Works, TARC	Near-Term
<b>LU3.3C</b>	In collaboration with Louisville Metro Planning and Design Services and Economic Development, identify and develop a strategy to address barriers to redevelopment near transit stations. These may include floodway issues, zoning districts unsuited for mixed-use, or lack of ownership consolidation.	Neighborhood associations, Broadway landowners and businesses, development partners	Develop Louisville, Economic Development	Mid-Term



**GOAL** **LU4** Collaborate with active industrial and manufacturing users expected to remain in the community.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective LU4.1</b>	<b>Create a partnership between residents and large employers in the study area.</b>			
<b>LU4.1A</b>	Within each resident association, create a focus group open to representatives from nearby industry to address impacts and disruptions to residential areas and resident concerns, such as re-routing truck traffic routes to avoid residential areas.	Neighborhood associations, representatives from nearby industry/employers	Councilperson	Quick Wins
<b>LU4.1B</b>	Partner with large employers to “green up” their properties and establish better buffers. Improvements can include more street trees, large pervious areas, and improved sidewalks.	Neighborhood associations, representatives from nearby industry/employers, Trees Louisville	Councilperson, Public Works, Metropolitan Sewer District (MSD)	Near-Term
<b>Objective LU4.2</b>	<b>Establish channels to monitor and report industrial or large employment activity that affects residential quality of life.</b>			
<b>LU4.2A</b>	Identify current and potential sources of air contaminants, noise and light pollution, and other nuisance activity affecting residents.	Neighborhood associations, representatives from nearby industry/employers, residents near industrial facilities	Councilperson, Health and Wellness, Air Pollution Control District (APCD)	Near-Term
<b>LU4.2B</b>	Engage Louisville Air Pollution Control District (APCD) to ensure enforcement of regulations.	Neighborhood associations, representatives from nearby industry/employers, residents near industrial facilities	Air Pollution Control District (APCD), Councilperson	Mid-Term
<b>LU4.2C</b>	Partner with light and heavy industrial users in the study area to determine action steps toward improving air quality in the area, following available local environmental programs by APCD.	Neighborhood associations, representatives from nearby industry/employers, residents near industrial facilities	Air Pollution Control District (APCD), Councilperson	Mid-Term

## Responsibility Matrix

### GOAL **LU5** Prioritize properties along Hancock and Clay Streets as a neighborhood-scale mixed-use spine.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective LU5.1</b>	<b>Identify opportunity sites along Clay and Hancock Streets.</b>			
<b>LU5.1A</b>	Engage medical district representatives to establish short-term goals for green improvements and long-term goals for redevelopment of surface parking lots.	Hospitals, University of Louisville, Phoenix Hill Neighborhood Association	Economic Development, Develop Louisville	Near-Term
<b>LU5.1B</b>	Invite area professionals or students, in addition to residents, to engage in a charrette that re-imagines these two corridors.	Hospitals, University of Louisville, Phoenix Hill Neighborhood Association, Center for Neighborhoods, Urban Design Studio, Urban Land Institute (ULI)	Develop Louisville	Near-Term
<b>Objective LU5.2</b>	<b>Plan for future mixed-use, office, entertainment, and residential development opportunities.</b>			
<b>LU5.2A</b>	Identify industrial or manufacturing properties near the Stadium District that have the potential for future neighborhood-scale development.	Stadium District development and design team,	Economic Development, Develop Louisville	Near-Term
<b>LU5.2B</b>	Work with the Office of Advanced Planning and Sustainability to identify potential brownfield sites and funding programs for cleanup.	UofL Center for Environmental Policy and Management	Develop Louisville, Kentucky Energy and Environment Cabinet, EPA Region 4	Mid-Term
<b>LU5.2C</b>	Develop temporary activation strategies for vacant sites along the corridor adjacent to residential areas. Potential uses include pop-up parks, expansion of existing market/grocer, community gardens, and shipping container retail.	Hospitals, University of Louisville, Phoenix Hill Neighborhood Association	Develop Louisville	Near-Term

### GOAL **LU6** Implement local and city-wide policies that prioritize sustainability, with the goal of achieving a standard sustainability certification for the study area, such as LEED.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective LU6.1</b>	<b>Preserve and promote open spaces such as Waterfront Park and Beargrass Creek.</b>			
<b>LU6.1A</b>	Work with Waterfront Development Corporation to develop a plan for conservation of natural areas in Waterfront Park.	Neighborhood associations	Waterfront Development Corporation, Metropolitan Sewer District (MSD)	Near-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>LU6.1B</b>	Follow and implement the recommendations in the Beargrass Creek section of this plan, especially those that include conservation of natural areas and resources.	Neighborhood associations, Beargrass Creek Task Force	Metropolitan Sewer District (MSD), Army Corp of Engineers, Louisville Metro Government, Councilperson	Long-Term
<b>LU6.1C</b>	Encourage sustainable future development around Beargrass Creek, including increasing the existing waterways buffer from 25 feet to 50 feet.	Neighborhood associations, Beargrass Creek Task Force	Develop Louisville, Councilperson	Mid-Term
<b>LU6.1D</b>	Ensure a cohesive vision for the study area's natural and open spaces, highlighting the connection between Beargrass Creek, Waterfront Park, and the Ohio River.	Neighborhood associations, Beargrass Creek Task Force	Waterfront Development Corporation, Metropolitan Sewer District (MSD), Army Corp of Engineers, Louisville Metro Government, Councilperson	Long-Term
<b>LU6.1E</b>	Create greenways along streets (comprising trees, bioswales, raingardens, pollinator gardens, etc.) to enhance habitat connectivity and resilience of local urban flora and fauna.	Neighborhood associations	Develop Louisville, Public Works, Metropolitan Sewer District (MSD)	Mid-Term
<b>Objective LU6.2</b>	<b>Encourage sustainable public infrastructure.</b>			
<b>LU6.2A</b>	Provide electric vehicle (EV) charging infrastructure in at least 2% of all public parking areas, including both off-street and on-street.	Neighborhood associations	Public Works, Develop Louisville, Drive Clean Louisville, Councilperson	Near-Term
<b>LU6.2B</b>	Increase opportunities for recovery of materials from solid waste streams by providing opportunities for composting, ensuring accessible recycling services, and encouraging businesses in the reuse, repair, and recycling industries.	Neighborhood associations, Area businesses	Public Works, Develop Louisville, Councilperson	Mid-Term
<b>LU6.2C</b>	Consider opportunities for green and blue infrastructure within the public right of way, especially when implementing projects like the East Market Streetscape.	Neighborhood associations	Public Works, Metropolitan Sewer District (MSD), Develop Louisville, Councilperson	Mid-Term
<b>LU6.2D</b>	Work with partners to bury utilities throughout the study area, strengthening the reliability and resilience of power and communications systems in extreme weather conditions.	Neighborhood associations	Louisville Gas & Electric (LG&E), Telecom Companies, Public Works, Councilperson	Long-Term
<b>Objective LU6.3</b>	<b>Adopt a city-wide green building policy that provides incentives for certified green construction projects.</b>			
<b>LU6.3A</b>	Consider density, height, or floor area ratio (FAR) bonuses for green building projects.	Neighborhood associations, development community	Develop Louisville, Councilperson	Near-Term
<b>LU6.3B</b>	Encourage financial incentives, such as tax credits or permit fee reductions, for green building projects.	Neighborhood associations, development community	Develop Louisville, Metro Council, State Legislature	Mid-Term
<b>LU6.3C</b>	Provide administrative incentives, such as expedited reviews or permitting processes, for green building projects.	Neighborhood associations, development community	Develop Louisville, Councilperson	Near-Term

# M | Mobility Responsibility Matrix

## GOAL **M1** Transform major corridors into two-way streets that reflect Complete Streets principles and prioritize pedestrians, cyclists and transit riders over vehicles.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective M1.1</b>	<b>Convert one-way pairs into walkable, multi-modal two-way streets, using the standards established in Louisville Metro's Complete Streets Ordinance.</b>			
<b>M1.1A</b>	Convert East Main Street to two-way, implementing a streetscape upgrade east of Clay Street and a road diet with left turn lanes.	Butchertown Neighborhood Association, East Main Street landowners, businesses and resident groups	Public Works, Develop Louisville, KYTC, TARC	Mid-Term
<b>M1.1B</b>	Re-position Jefferson Street as a seamless transition between NuLu and Liberty Green by converting to two-way travel, adding traffic-calming bump-outs at the intersections between Clay Street and Baxter Avenue.	Phoenix Hill Neighborhood Association, NuLu Business Association, Jefferson Street landowners, businesses and resident groups	Public Works, Develop Louisville, TARC	Mid-Term
<b>M1.1C</b>	Transform Liberty Street, Chestnut Street and Muhammad Ali Boulevard into slower two-way streets to better connect the residential hearts of Phoenix Hill and Liberty Green with the medical district and downtown.	Hospitals, University of Louisville, Phoenix Hill Neighborhood Association, Liberty Green residents	Public Works, Develop Louisville, TARC	Mid-Term
<b>M1.1D</b>	Work with KYTC to determine the feasibility of two-way conversions for Story Avenue and Mellwood Avenue.	Neighborhood associations	KYTC, Public Works, Develop Louisville, Councilpersons District 4 and District 9	Long-Term
<b>M1.1E</b>	Support local designation for streets within the study area, to ensure improvements reflect the priorities of residents and local businesses.	Phoenix Hill Neighborhood Association	KYTC, Public Works, Develop Louisville, TARC, Metro Council	Long-Term
<b>M1.1F</b>	Conduct a streetscape and roadway assessment for the medical district to align hospital/campus needs with complete streets principles.	Hospitals, University of Louisville, Phoenix Hill Neighborhood Association	Public Works, Develop Louisville, KYTC	Long-Term
<b>M1.1G</b>	Conduct detailed analysis on the impact of expressway access and egress ramps on one-way street to two-way street conversions and local area traffic flow.	Butchertown Neighborhood Association, Phoenix Hill Neighborhood Association, NuLu Business Association, Impacted landowners and businesses	KYTC, Public Works, Develop Louisville, Councilpersons District 4 and District 9	Long-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>M1.1H</b>	Identify priority north-south one-way roadway sections that have potential to support improved transit connectivity and the operations of other mobility services if transitioned to two-way operation, particularly in the eastern part of the neighborhood outside of the Clay Street and Hancock Street corridors.	Butchertown Neighborhood Association, Phoenix Hill Neighborhood Association, NuLu Business Association	Public Works, Develop Louisville, TARC	Long-Term
<b>Objective M1.2</b>	<b>Improve existing bike infrastructure to strengthen heavily used bike routes and facilities.</b>			
<b>M1.2A</b>	Prior to a two-way conversion, replace the westbound bike lane on Main Street into a temporary two-way buffered cycletrack, reducing the roadway to three westbound lanes.	Butchertown Neighborhood Association, East Main Street landowners, businesses and resident groups, bike advocacy organizations	Public Works, Bike Louisville, Develop Louisville, KYTC	Near-Term
<b>M1.2B</b>	Extend the multi-use trail along River Road toward the east to connect to the existing Beargrass Creek Greenway, improving greenway access from River Road, and adding wayfinding and signage.	Neighborhood associations, impacted property owners, bike advocacy organizations	Public Works, Bike Louisville, Develop Louisville	Long-Term
<b>Objective M1.3</b>	<b>Work with Louisville Metro and KYTC to establish a plan for a neighborhood-serving bike and pedestrian network.</b>			
<b>M1.3A</b>	Create a two-way cycletrack along Main Street between Downtown and Baxter Avenue, separated by ongoing traffic using planters and on-street parking.	Butchertown Neighborhood Association, East Main Street landowners, businesses and resident groups, bike advocacy organizations	Public Works, Bike Louisville, Develop Louisville, KYTC	Quick Wins
<b>M1.3B</b>	Paired with a two-way re-striping, add bike lanes to Jefferson Street between Baxter Avenue and Downtown.	Phoenix Hill Neighborhood Association, bike advocacy organizations	Public Works, Bike Louisville, Develop Louisville, KYTC	Near-Term
<b>M1.3C</b>	Work with MSD to identify flood-prone areas that will benefit from investments in green infrastructure along roadways, such as Campbell Street.	Neighborhood associations	Metropolitan Sewer District (MSD), Public Works	Near-Term
<b>M1.3D</b>	Ensure that all right-of-way improvements must include street trees in an environment where they will survive and thrive.	Trees Louisville, neighborhood associations	Develop Louisville, Public Works, KYTC, TARC	Near-Term
<b>M1.3E</b>	Ensure that all improvements to pedestrian facilities include safe access for wheelchair users and those with visual, hearing, or mobility impairments.	Neighborhood associations	Develop Louisville, Public Works, KYTC, TARC	Near-Term
<b>M1.3F</b>	Work with TARC to upgrade bus stops along high-ridership routes, following TARC's Transit Design STandard Manual guidelines.	Neighborhood associations	TARC, Develop Louisville, Public Works	Mid-Term
<b>M1.3G</b>	Work with industrial partners through the focus group established in LU1.4F to re-route truck traffic routes through major corridor to avoid residential areas.	Neighborhood Associations, Industrial Partners	Councilperson	Mid-Term
<b>Objective M1.4</b>	<b>Conduct pilot tests for improvements and implement community-driven visions for Broadway and Market Street.</b>			
<b>M1.4A</b>	Work with Public Works, KYTC and Advanced Planning and Sustainability to pair COVID-19 related outdoor eating areas with temporary interventions that test road diets or expand sidewalk areas.	NuLu Business Association	Public Works, Develop Louisville, KYTC	Quick Wins

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>M1.4B</b>	Conduct a temporary intervention along Market Street using the planned roadway improvements, using tactical urbanism methods.	NuLu Business Association, NuLu businesses and stakeholders	Louisville Downtown Partnership (LDP), Develop Louisville, Public Works, KYTC, TARC	Quick Wins
<b>M1.4C</b>	Implement the Market Street NuLu Streetscape Project and roadway reconfiguration.	NuLu Business Association, NuLu businesses and stakeholders	Louisville Downtown Partnership (LDP), Develop Louisville, Public Works, KYTC, TARC	Mid-Term
<b>M1.4D</b>	Work with medical district representatives, and the Paristown Pointe and Smoketown resident associations, to implement week-long or month-long quick wins from the Broadway Master Plan such as TARC stop/shelter improvements.	Hospitals, neighborhood associations, Broadway stakeholders	Develop Louisville, TARC, Public Works, KYTC	Near-Term
<b>M1.4E</b>	Implement the recommended outcomes of the Broadway Master Plan within this plan's study area to improve walkability, transit access and traffic-calming.	Hospitals, neighborhood associations, Broadway stakeholders	Develop Louisville, TARC, Public Works, KYTC	Mid-Term

## GOAL **M2** Create a seamless multi-modal connection between Broadway and the waterfront using a system of neighborhood-scale streets and alleys.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective M2.1</b>	<b>Re-imagine Clay Street and Hancock Street as the study area's main north-south corridors.</b>			
<b>M2.1A</b>	With support from resident volunteers, assess existing right-of-way conditions along both corridors, identifying missing/damaged sidewalks, unmarked crossings, and gaps in lighting during evening hours.	Neighborhood associations	Develop Louisville, Public Works	Quick Wins
<b>M2.1B</b>	Improve streetscapes along Clay and Hancock Streets to ensure a baseline of high quality sidewalks, street trees, and marked crossings.	Neighborhood associations	Develop Louisville, Public Works	Near-Term
<b>M2.1C</b>	Prioritize Clay, Hancock, and Campbell Streets as north-south neighborhood bikeways through traffic calming, bike-specific wayfinding and signage, and bike safety improvements at intersections, such as bike boxes.	Neighborhood associations, bike advocacy organizations	Develop Louisville, Public Works, Bike Louisville	Near-Term
<b>M2.1D</b>	Implement traffic-calming strategies at intersections with cross streets, prioritizing intersections with high-traffic east-west corridors. Traffic-calming may include bump-outs, longer pedestrian crossing times, high visibility crosswalks, and four-way stops.	Neighborhood associations	Develop Louisville, Public Works	Mid-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>M2.1E</b>	Improve intersections with Witherspoon Street to add a north-south pedestrian crossing connecting to the existing multiuse trail along the northernmost side of Witherspoon Street.	Neighborhood associations, Stadium District	Develop Louisville, Public Works, Bike Louisville, Waterfront Development Corporation	Long-Term
<b>Objective M2.2</b>	<b>Improve walking, biking and transit connections between Downtown, Butchertown and Waterfront Park.</b>			
<b>M2.2A</b>	Explore parking management systems, such as capacity management and reservation systems, dynamically priced parking, and establish partnerships between downtown garages and the Stadium District to reduce the dependence on on-site surface or garage parking for regular events.	Stadium District, Louisville City FC	Parking Authority of River City (PARC), Louisville Downtown Partnership (LDP), Economic Development	Quick Wins
<b>M2.2B</b>	Work with TARC to establish event-day shuttles between downtown garages, NuLu and the Stadium District.	Stadium District, Louisville City FC	Parking Authority of River City (PARC), Louisville Downtown Partnership (LDP), Economic Development, Transit Authority of River City (TARC)	Quick Wins
<b>M2.2C</b>	Work with TARC to restore the discontinued LouLift circulator, and explore a route extension that better serves Waterfront Park and Butchertown.	Neighborhood associations, NuLu Business Association	Transit Authority of River City (TARC), Economic Development	Near-Term
<b>M2.2D</b>	Work with the Stadium District and Butchertown residents to determine event-day traffic and circulation protocols.	Stadium District, Butchertown Neighborhood Association	Develop Louisville, Transit Authority of River City (TARC)	Near-Term
<b>M2.2E</b>	Implement planned sidewalk improvements to Frankfort Avenue between Story Avenue and River Road.	Waterfront Botanical Gardens	Public Works, Waterfront Development Corporation	Near-Term
<b>M2.2F</b>	Address micromobility access to the waterfront, by enabling closer dedicated parking for electric scooters, and working with the bike rental company to negotiate an approach to enable LouVelo docks.	Bike advocacy organizations, electric scooter companies	Waterfront Development Corporation, Develop Louisville, Bike Louisville, LouVelo	Near-Term
<b>M2.2G</b>	Conduct further analysis of transit connectivity (including microtransit and paratransit) and needs biannually, to ensure access as conditions change, particularly as demand evolves during recovery from the pandemic.	Bike advocacy organizations, electric scooter companies	Develop Louisville, Bike Louisville, LouVelo, Transit Authority of River City (TARC)	Mid-Term
<b>M2.2H</b>	Work with Butchertown and Phoenix Hill neighbors to explore parking solutions that alleviate pressures to the on-street parking supply for residents, such as a residential parking program.	Neighborhood associations	PARC, Develop Louisville, Public Works	Mid-Term
<b>M2.2I</b>	Explore the feasibility of Parking Benefit Districts and surge pricing in areas with high parking demand, with the goal of investing the collected revenue in the affected communities.	Neighborhood associations	PARC, Develop Louisville, Public Works	Long-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>M2.2J</b>	Work with partners to develop a plan that sets feasible timeframes to bury/relocate overhead utilities along major corridors, as a way to limit conflicts with street trees, improve walkability, and increase the reliability and resilience of the power grid.	Neighborhood Associations	LG&E, Telecom Companies (AT&T, etc.), Public Works, MSD, Develop Louisville	Long-Term
<b>M2.2K</b>	Explore installing a safe pedestrian path and limiting on-street parking on North Campbell Street in Butchertown, positioning the street as one that serves residents and community members rather than automobile users.	Butchertown Neighborhood Association, Lynn Family Stadium	Public Works, Develop Louisville, Councilperson	Long-Term
<b>Objective M2.3</b>	<b>Improve the walking and biking experience between Phoenix Hill, Liberty Green and NuLu.</b>			
<b>M2.3A</b>	Work with TARC to restore the discontinued U of L Health Campus Circulator.	University of Louisville	Develop Louisville, Transit Authority of River City (TARC)	Near-Term
<b>M2.3B</b>	Conduct in depth audit of alleys, including capture of current condition, existing uses, ownership and authority, as well as suitability for potential mobility uses.	Neighborhood associations, bike advocacy organizations	Develop Louisville, Public Works	Near-Term
<b>M2.3C</b>	Add a mid-block pedestrian crossing along Jefferson Street, between Clay and Shelby Streets, using a HAWK Signal (High Intensity Activated Crosswalk signal).	Phoenix Hill Neighborhood Association, NuLu Business Association, nearby developers with active/proposed projects	Develop Louisville, Public Works	Near-Term
<b>M2.3D</b>	Add bump-outs with stormwater features at the Liberty and Campbell Street Intersection.	Phoenix Hill Neighborhood Association	Public Works, Metropolitan Sewer District (MSD)	Near-Term
<b>M2.3E</b>	Work with Liberty Green developers to fill in a sidewalk gap along the west side of Shelby Street, between Muhammad Ali Boulevard and Jefferson Street.	Liberty Green developers	Public Works	Mid-Term
<b>M2.3F</b>	Target Wenzel, Campbell and Shelby Streets between Marshall Street and Main Street as high priorities for adding street trees, due to a known "Severe Heat Area" in the urban heat island.	Neighborhood associations, Trees Louisville	Develop Louisville	Mid-Term
<b>M2.3G</b>	Work with partners to add street trees to study area streets south of Main Street.	Neighborhood associations, Trees Louisville	Develop Louisville, Public Works, KYTC	Mid-Term
<b>M2.3H</b>	Use traffic calming and bike-specific signage/wayfinding to create a network of low-stress north-south streets suitable for cyclists and micromobility users. These streets include Shelby, Campbell and Wenzel Streets.	Neighborhood associations, bike advocacy organizations	Develop Louisville, Public Works, Bike Louisville	Long-Term
<b>M2.3I</b>	Work with partners to develop a plan that sets feasible timeframes to bury/relocate overhead utilities along major corridors, as a way to limit conflicts with street trees and improve walkability.	Neighborhood Associations	Public Works, LG&E, MSD, Develop Louisville	Long-Term



## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective M2.4</b>	<b>Restore the street grid where connectivity is hindered.</b>			
<b>M2.4A</b>	Re-open the vacated portion of Shelby Street between Madison Street and Muhammad Ali Boulevard to vehicular traffic.	Neighborhood associations, owners of impacted parcels	Economic Development, Public Works, Develop Louisville	Long-Term
<b>M2.4B</b>	Re-open Madison Street between Clay Street and Shelby Street using shared street principles that prioritize pedestrians/cyclists.	Neighborhood associations, owners of impacted parcels	Economic Development, Public Works, Develop Louisville	Long-Term
<b>M2.4C</b>	In tandem with future development along the Beargrass Creek corridor, work with KYTC to redesign or re-align the Chestnut Street Connector into a corridor that can support active-ground level uses.	Neighborhood associations, owners of impacted parcels	Economic Development, Public Works, Develop Louisville	Long-Term
<b>Objective M2.5</b>	<b>Build a network of complete streets within and around the Stadium District.</b>			
<b>M2.5A</b>	Work with Stadium District developers to improve streetscapes in district-adjacent streets as development occurs, following Complete Streets principles.	Stadium District, Butchertown Neighborhood Association	Develop Louisville, Public Works	Near-Term
<b>M2.5B</b>	Reposition Campbell Street and Cabel Street as the main connections between Butchertown's residential heart and the Stadium District, upgrading sidewalks, pedestrian crossings, and adding street trees, using the streetscape along Cabel Street as a benchmark.	Stadium District, Butchertown Neighborhood Association	Develop Louisville, Public Works	Mid-Term
<b>M2.5C</b>	Transform Water Street between Campbell Street and Shelby Street into a complete street, to restore its status as a public through-street. Though public Right-of-Way, Water Street currently acts as a de facto internal drive. The addition of curbs, sidewalks and street trees will make this connection feel like a public street once again.	Owners of adjacent parcels, Stadium District, Butchertown Neighborhood Association	Develop Louisville, Public Works	Long-Term
<b>M2.5D</b>	Work with land-owners of adjacent parcels to re-establish the Water Street connection, between Shelby and Clay Streets, within Louisville Metro's right-of-way. New streetscape should include curbs, sidewalks/verges, and street trees.	Owners of impacted parcels, Stadium District, Butchertown Neighborhood Association	Develop Louisville, Public Works	Long-Term
<b>M2.5E</b>	Improve the Washington Street streetscape between Cabel Street and Johnson Street	Owners of adjacent parcels, Butchertown Neighborhood Association	Develop Louisville, Public Works	Long-Term
<b>Objective M2.6</b>	<b>Improve sustainable multimodal connections through coordination with transit, mobility, and parking providers.</b>			
<b>M2.6A</b>	Work with TARC to establish regional express services that are oriented around improving access from far way communities to regional assets such as the Stadium District and Waterfront Park.	Stadium District, regional destinations, NuLu Business Association, Hospitals	TARC, Develop Louisville, Waterfront Development Corporation	Near-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>M2.6B</b>	Work with existing (Zipcar) and new carshare providers as well as developers to expand access through designated parking and incentives for services (reduced fees, expedited permits, etc.)	Carshare companies and developers, residents groups, study area destinations	Economic Development, Develop Louisville, Louisville Downtown Partnership	Mid-Term
<b>M2.6C</b>	Provide incentives for neighborhood carshare programs, such as reductions in parking requirements for new developments.	Developers, neighborhood associations	Economic Development, Develop Louisville, Louisville Downtown Partnership (LDP)	Quick Wins
<b>M2.6D</b>	Explore dynamic mobility options for specific use cases, such as microtransit for first/ last mile access to other transit services and remote parking facilities, or to provide late-night service or other off-peak service.	Neighborhood Associations	TARC, Economic Development, Develop Louisville	Mid-Term
<b>M2.6E</b>	Explore and pilot curb management technologies and approaches that can track the usage of curb space, and enable the booking, coordination, and potentially payment of various curb related uses, including the loading/unloading of passengers and deliveries, bike and scooter parking, and private vehicle parking.	NuLu Business Association, Hospitals, neighborhood associations	Public Works, KYTC, Develop Louisville, Councilperson	Long-Term
<b>M2.6F</b>	Provide adequate curb space for TARC buses and for on-demand mobility options such as microtransit and ride-hailing services.	NuLu Business Association, Hospitals, neighborhood associations	TARC, Public Works, KYTC, Develop Louisville, Councilperson	Quick Wins
<b>M2.6G</b>	Identify public parking areas, both off-street and on-street, where electric vehicle (EV) charging stations can be installed.	Neighborhood Associations	PARC, Public Works, Develop Louisville	Quick Wins
<b>Objective M2.7</b>	<b>Enhance the cycling infrastructure in Butchertown and the eastern part of Phoenix Hill to improve the attractiveness of cycling and micromobility options.</b>			
<b>M2.7A</b>	Expand the LouVelo bikeshare system to provide improved access, particularly in existing gaps in Butchertown and Phoenix Hill, as noted on the accompanying map.	Neighborhood Associations, bike advocacy groups	LouVelo, Develop Louisville, Councilperson	Quick Wins
<b>M2.7B</b>	Create a Multiuse Path along Cabel Street toward Story Avenue that connects the Stadium District with Butchertown.	Stadium District, Butchertown Neighborhood Association	Public Works, KYTC, Develop Louisville, Councilperson	Near-Term
<b>M2.7C</b>	Expand the network of neighborhood-level bike corridors and facilities to include both north-south and east-west streets, prioritizing the corridors identified in the accompanying map, and listed below. Solutions may include neighborhood scale sharrows, improved wayfinding and signage, or bike lanes.	Neighborhood Associations, impacted businesses and landowners	Public Works, KYTC, Develop Louisville, Councilperson	Long-Term

**GOAL** **M3**

**Redesign and right-size intersections that hinder connectivity and safety, using traffic-calming measures and techniques.**

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective M3.1</b>	<b>Work with partners to audit intersection safety in known conflict points.</b>			
<b>M3.1A</b>	Using the Mobility Objectives Map as reference, prioritize intersections in most need of improvements.	Butchertown Neighborhood Association	Develop Louisville, Public Works, KYTC	Near-Term
<b>M3.1B</b>	In collaboration with KYTC and Metro Public Works, collect updated traffic numbers at identified intersections.	Butchertown Neighborhood Association	Public Works, KYTC	Near-Term
<b>Objective M3.2</b>	<b>Continue intersection improvements that restore an urban street grid and enhance safety.</b>			
<b>M3.2A</b>	Pilot test intersection improvements using paint, plastic bollards, and movable planters. Improvements may include reducing turning radii, adding bump-outs, or adding pedestrian crossings.	Butchertown Neighborhood Association, nonprofits with temporary activation experience	Develop Louisville, Public Works, KYTC	Quick Wins
<b>M3.2B</b>	Work with KYTC to set quantifiable outcomes of temporary improvements to assess success.	Butchertown Neighborhood Association	Develop Louisville, Public Works, KYTC	Near-Term
<b>M3.2C</b>	Redesign the Brownsboro Road and Story Avenue intersection to slow car turning and improve safety. Work with partners to explore potential traffic-calming features, such as bump-outs, a raised intersection or micro roundabout, and distinctive artistic gateway elements or signage.	Butchertown Neighborhood Association	Develop Louisville, Public Works, KYTC, Councilperson	Near-Term
<b>M3.2D</b>	Improve pedestrian and cyclist access to Waterfront Park by redesigning intersections along River Road to allow for safe north-south pedestrian and bicycle travel. Consider full signalization or pedestrian HAWK signals, and prioritize adding a marked pedestrian crossing at the existing multi-modal path on Witherspoon Street connecting Waterfront Park with Butchertown.	Butchertown Neighborhood Association, Waterfront Botanical Gardens	Develop Louisville, Public Works, Waterfront Development Corporation	Mid-Term
<b>M3.2E</b>	Study the addition of pedestrian HAWK signals along River Road at existing Waterfront Park parking lot curb cuts, to improve north-south pedestrian crossings.	Butchertown Neighborhood Association, Waterfront Botanical Gardens	Develop Louisville, Public Works, Waterfront Development Corporation	Mid-Term
<b>M3.2F</b>	Fund and implement design plans for right-sizing intersections identified as conflict points during this process, as noted in the Mobility Objectives Map and M3.1A.	Neighborhood associations	Develop Louisville, Public Works, KYTC	Long-Term
<b>M3.2G</b>	Transfer ownership and maintenance responsibilities for Brownsboro Road and Story Avenue from KYTC to Louisville Metro to implement Complete Street principles, intersection right-sizing, and traffic-calming measures.	Neighborhood Associations	Public Works, KYTC, Develop Louisville	Near-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective M3.3</b>	<b>Improve at-grade rail crossings in Butchertown, focusing on bike and pedestrian safety.</b>			
<b>M3.3A</b>	Audit existing conditions to identify unmarked rail or rail spur crossings lacking signage, concrete pads, or having uneven pavement conditions.	Neighborhood associations, rail companies	Develop Louisville, Public Works, KYTC	Near-Term
<b>M3.3B</b>	Work with rail companies to improve rail crossings with pedestrian or bicycle safety concerns.	Neighborhood associations, rail companies	Develop Louisville, Public Works, KYTC	Mid-Term
<b>M3.3C</b>	Ensure that at-grade rail crossings within the Stadium District follow best practices for pedestrian and bike safety, such as warning lights, concrete pads, and nighttime lighting.	Stadium District, rail companies, Butchertown Neighborhood Association	Develop Louisville, Public Works, KYTC	Long-Term

## GOAL **M4** Use public art, placemaking, and urban activation to improve connectivity gaps within the study area, and at significant gateways.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective M4.1</b>	<b>Overcome the barrier created by various highway corridors.</b>			
<b>M4.1A</b>	With support from Louisville Metro Commission on Public Art, secure funding for lighting and placemaking initiatives on highway underpasses between downtown, Waterfront Park, and the study area.	Butchertown Neighborhood Association	Louisville Downtown Partnership (LDP), Commission on Public Art, Develop Louisville, KYTC, Public Works,	Quick Wins
<b>M4.1B</b>	Issue an RFP or Call for Artists to develop a kit of parts for temporary underpass activation that can be implemented within 6 months, focusing on murals, pop-up activation, or sidewalk paint. Pair with a roadway right-sizing or road diet to slow vehicular traffic and improve safety.	Neighborhood associations, local artists	Louisville Downtown Partnership (LDP), Commission on Public Art, Develop Louisville, KYTC, Public Works	Near-Term
<b>M4.1C</b>	Issue an RFP or Call for Artists to develop a lighting strategy for underpasses that can be easily replicated.	Neighborhood associations, local artists	Louisville Downtown Partnership (LDP), Commission on Public Art, Develop Louisville, KYTC, Public Works	Near-Term

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>M4.1D</b>	Work with social service partners in the study area to provide resources and support to transient population in underpasses.	Wayside Christian Mission, churches and faith-based nonprofits, neighborhood associations	Homeless and Housing Services	Near-Term
<b>Objective M4.2</b>	<b>Reposition Branden Kleyko Alley as potential “outdoor art gallery.”</b>			
<b>M4.2A</b>	Assess existing conditions through an alley walk-through event that includes volunteers, property owners, and local artists.	Butchertown Neighborhood Association, local artists	Develop Louisville, Public Works	Near-Term
<b>M4.2B</b>	Conduct a design charrette to re-imagine the alley space as a placemaking destination, implementing the vision over a week-long event. Work with Historic Landmarks & Preservation Districts Commission staff to ensure this meets the design guidelines of the Preservation District.	Butchertown Neighborhood Association	Develop Louisville, Public Works, Commission on Public Art, Solid Waste Management Services, Historic Landmarks & Preservation Districts Commission	Near-Term
<b>M4.2C</b>	Partner with the Butchertown Art Fair to unveil a re-imagined art gallery alley.	Butchertown Neighborhood Association, local nonprofits with experience in temporary activation	Develop Louisville, Public Works, Commission on Public Art, Historic Landmarks & Preservation Districts Commission	Mid-Term
<b>Objective M4.3</b>	<b>Connect NuLu to Butchertown and Phoenix Hill through public art.</b>			
<b>M4.3A</b>	Pair a pilot test of the Market Street Streetscape with placemaking elements, such as murals, sculptures, and painted bump-outs.	NuLu Business Association	Commission on Public Art, Develop Louisville, Public Works	Quick Wins
<b>M4.3B</b>	Establish an arts identity for Market Street through painted crosswalks, murals near intersections, and creative lighting. Work with NuLu Review Overlay District staff to ensure this meets the design guidelines of the Overlay District.	NuLu Business Association	Commission on Public Art, Develop Louisville, Public Works	Mid-Term
<b>Objective M4.4</b>	<b>Create a placemaking initiative in Phoenix Hill to enliven and activate underutilized spaces along roadways.</b>			
<b>M4.4A</b>	Work with residents to activate underutilized green spaces at intersections or near roadways using public art.	Phoenix Hill Neighborhood Association	Commission on Public Art, Develop Louisville, Public Works	Long-Term
<b>M4.4B</b>	Utilize public art, streetscaping, and other design techniques to improve the attractiveness of alleys for low speed uses (including walking, cycling, and other micromobility options).	Neighborhood associations, bike advocacy organizations	Develop Louisville, Public Works	Long-Term

## Responsibility Matrix

# BC | Beargrass Creek Responsibility Matrix

## GOAL **BC1** Restore Beargrass Creek's stream health and natural ecology.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective BC1.1</b>	<b>Study the feasibility of a naturalized Beargrass Creek.</b>			
<b>BC1.1A</b>	Convene a task force representing wide interests in the study area to establish funding and organizational capacity around improvements to Beargrass Creek.	Beargrass Creek Task Force, neighborhood associations, businesses/landowners along corridor	Economic Development, Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers	Near-Term
<b>BC1.1B</b>	Conduct a Beargrass Creek Restoration Feasibility Study that includes guidance on implementable steps and preliminary estimates of probable cost.	Beargrass Creek Task Force, neighborhood associations	Economic Development, Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers	Mid-Term
<b>Objective BC1.2</b>	<b>Create a more natural and healthy river environment that supports a diverse aquatic habitat and river edge.</b>			
<b>BC1.2A</b>	Support recommendations from the joint MSD/U.S. Army Corp study for the ecological restoration of Beargrass Creek.	Neighborhood associations	Economic Development, Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers	Near-Term
<b>BC1.2B</b>	In channelized segments, create a naturalized creek using pools, riffles and glides.	Local biodiversity experts, University of Louisville, Kentucky Waterways Alliance	Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers	Mid-Term
<b>BC1.2C</b>	Stabilize and vegetate the river edge with native plant material and riparian habitat that supports local wildlife.	Local biodiversity experts, University of Louisville, Kentucky Waterways Alliance	Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers	Long-Term
<b>BC1.2D</b>	Engage owners of properties with creek frontage to add trees, landscaping and remove invasive species.	Owners of impacted parcels, neighborhood associations	Develop Louisville, Economic Development, Metro Parks	Long-Term

**GOAL** **BC2**

**Transform the Beargrass Creek Corridor into a world-class greenway that connects neighborhoods with nature.**

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective BC2.1</b>	<b>Work with partners, such as River City Paddle Sports and the Community Boat House, to tell the story of Beargrass Creek to highlight the importance of wildlife/greenway corridors in our urban neighborhoods.</b>			
<b>BC2.1A</b>	Host tours and education sessions focusing on Beargrass Creek with area experts to increase awareness of the creek’s significance.	Neighborhood associations, local historians, River City Paddle Sports, Community Boat House, local nonprofits with youth education experience	Economic Development, councilperson	Quick Wins
<b>BC2.1B</b>	Host a temporary activation along the corridor to showcase the its hidden beauty, using a strategy influenced by ReSurfaced events nearby. The activation should bring people to Beargrass Creek, provide access to the water, and show the potential impact of a greenway.	Neighborhood associations, local artists, River City Paddle Sports, local nonprofits with temporary activation experience	Commission on Public Art, Economic Development, Develop Louisville	Quick Wins
<b>BC2.1C</b>	Partner with Home of the Innocents, Lincoln Elementary, Beargrass Creek Alliance, River City Paddle Sports, and nearby houses of worship with youth programs to use access to the Beargrass Creek as an educational component.	JCPS, Home of the Innocents, River City Paddle Sports, Community Boat House, nearby faith-based institutions	Economic Development	Near-Term
<b>BC2.1D</b>	Create a history and art installation near or along the creek that shares the history of this waterway and its future opportunity.	Neighborhood associations, local artists, River City Paddle Sports, Community Boat House	Commission on Public Art, Economic Development, Develop Louisville, councilpersons	Near-Term
<b>Objective BC2.2</b>	<b>Create a continuous pathway on both sides of the creek.</b>			
<b>BC2.2A</b>	Establish a 25-foot easement on both sides of the creek for pedestrian and bike access.	Neighborhood associations, owners of impacted or adjacent parcels	Develop Louisville, Metro Council	Near-Term
<b>BC2.2B</b>	Work with partners to conduct preliminary design concepts for a 8 to 12-foot-wide trail on both the east and west banks, integrated with the regional bike trail system.	Beargrass Creek Task Force, Neighborhood associations, owners of impacted or adjacent parcels	Develop Louisville, Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers	Mid-Term
<b>BC2.2C</b>	Work with partners to secure funding for a Beargrass Creek Greenway. Funding may include local or state grants, or a Department of Transportation Discretionary Grant.	Beargrass Creek Task Force, Neighborhood associations, owners of impacted parcels	Economic Development, Develop Louisville, councilperson, Public Works, Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers	Long-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
BC2.3D	Develop a tool-kit to amenitize the trail with lighting, benches, trash/recycling bins, and signage/wayfinding.	Beargrass Creek Task Force, neighborhood associations	Develop Louisville, Bike Louisville	Long-Term
<b>Objective BC2.3</b>	<b>Connect Beargrass Creek with its surrounding neighborhoods.</b>			
BC2.3A	With input from residents and bike advocacy organizations, identify key connections between a Beargrass Creek Greenway and nearby streets, parks, and communities.	Neighborhood associations, bike advocacy organizations	Develop Louisville, Bike Louisville, Public Works	Near-Term
BC2.3B	Work with public works to ensure future bridge work along Beargrass Creek provide pedestrian/bike access points.	Neighborhood associations, bike advocacy organizations	Public Works, Develop Louisville, Bike Louisville	Mid-Term
<b>Objective BC2.4</b>	<b>Improve access to the water for fishing and small watercraft.</b>			
BC2.4A	With input from residents and advocacy organizations, identify key locations for water access and parking for small watercraft users.	Neighborhood associations, watercraft advocacy organizations	Develop Louisville, Metro Parks	Near-Term
BC2.4B	Incentivize a local kayak, canoe, and Stand Up Paddle Board (SUP) rental facility within naturalized portions of the creek.	Beargrass Creek Task Force	Economic Development, Metro Parks	Mid-Term

## GOAL **BC3** Shape development along the Beargrass Creek corridor so new buildings face and engage a revitalized waterfront.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective BC3.1</b>	<b>Collaborate with public and private partners to improve underutilized parcels along Beargrass Creek.</b>			
BC3.1A	Conduct a roundtable with current owners of property along the creek and the development community to discuss long-term development potential.	Beargrass Creek Task Force, neighborhood associations, owners of parcels along Beargrass Creek, Urban Land Institute (ULI)	Economic Development	Near-Term
BC3.1B	Work with MSD and Public Works to reduce the footprint of the flood zone south of Baxter Avenue in a future redesign of the Baxter Avenue and Liberty Street Bridge.	Neighborhood associations	Develop Louisville, Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers	Mid-Term



## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective BC3.2</b>	<b>Explore the feasibility of an overlay district for the Beargrass Creek area.</b>			
<b>BC3.2A</b>	The Beargrass Creek Task Force (BC1.1A) working with affected property owners should determine whether an overlay for Beargrass Creek is feasible. If an overlay is deemed feasible then develop community goals for how future development should address its Beargrass Creek frontage, and the types and character of development desired along the water.	Beargrass Creek Task Force, neighborhood associations, owners of parcels along Beargrass Creek, Urban Land Institute (ULI)	Develop Louisville	Near-Term
<b>BC3.2B</b>	If it is determined that an overlay district is desired for Beargrass Creek conduct a public process to develop guidelines for the overlay that address building heights, buffers (at least 50ft), trail and water access, and landscape/ stormwater. Once completed, implement the overlay district as required by Louisville Metro Code of Ordinances.	Neighborhood associations, owners of parcels along Beargrass Creek,	Develop Louisville	Mid-Term

## GOAL BC4 Create a regional vision plan for Beargrass Creek that expands beyond this study area and connects to Cherokee Park and the Louisville Zoo.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective BC4.1</b>	<b>Convene a Beargrass Creek Visioning and Implementation Committee to focus on a regional-scale system of trails and open space along the water.</b>			
<b>BC4.1A</b>	Conduct a market study to gage the economic development impact of implementing recommendations from this and previous planning studies.	Beargrass Creek Task Force, local developers	Economic Development	Near-Term
<b>BC4.1B</b>	Conduct a single master planning study for the Beargrass Creek corridor that looks at trail connections, the creation of a blueway system, and integrated transit options.	Beargrass Creek Task Force, neighborhood associations, owners of parcels along Beargrass Creek	Develop Louisville, Metropolitan Sewer District (MSD), U.S. Army Corps of Engineers, TARC	Near-Term
<b>Objective BC4.2</b>	<b>Establish an Implementation Partnership to focus on Beargrass Creek.</b>			
<b>BC4.2A</b>	Using 21st Century Parks as a model, form a non-profit agency solely dedicated to making the Beargrass Creek vision into reality.	Beargrass Creek Task Force	Economic Development	Near-Term
<b>BC4.2B</b>	Work with Louisville Metro to transfer publicly-owned land along Beargrass Creek.	Neighborhood associations, owners of parcels along Beargrass Creek	Economic Development	Mid-Term
<b>BC4.2C</b>	Develop a brand and identity for the Beargrass Creek Greenway, using the Louisville Loop as a model.	Beargrass Creek Task Force	Economic Development, Bike Louisville	Long-Term

## Responsibility Matrix

# EA | Equity and Affordability Responsibility Matrix

**GOAL EA1** Support multiple housing types in new developments beyond traditional mixed-use or single-family to establish multiple price-points.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective EA1.1</b>	<b>Build “Missing Middle Housing” in underutilized or vacant lots in Phoenix Hill.</b>			
<b>EA1.1A</b>	Host a developer roundtable open to residents, in partnership with a local advocacy group, to discuss Missing Middle housing types, and their impact on affordability.	Neighborhood associations, local developers	Economic Development, Housing and Community Development	Near-Term
<b>EA1.1B</b>	Support the construction or renovation of Missing Middle housing, such as Accessory Dwelling Units (ADU) as a way to increase density in single family areas.	Neighborhood associations	Develop Louisville	Near-Term
<b>EA1.1C</b>	Work with Louisville Landbank Authority and Louisville Metro Housing to issue developer RFPs for single-lot residential developments of Missing Middle Housing.	Neighborhood associations, local developers	Develop Louisville	Mid-Term
<b>Objective EA1.2</b>	<b>Attract a Community Land Trust (CLT) or nonprofit community-building entity to build new diverse housing options.</b>			
<b>EA1.2A</b>	Work with Louisville Metro in its August 2020 RFP process to select a CLT, in an advocacy role for Phoenix Hill.	Neighborhood associations	Economic Development, Housing and Community Development	Near-Term
<b>EA1.2B</b>	Identify properties that are vacant or underutilized suitable for redevelopment and transfer to a CLT.	Neighborhood associations	Economic Development, Housing and Community Development	Mid-Term

**GOAL EA2** Prevent the displacement of longtime residents caused by development pressures and the effects of gentrification, and welcome new residents of all income groups.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective EA2.1</b>	<b>Create an affordable housing strategy that focuses on attracting mixed-income developments, and retaining existing residents.</b>			
<b>EA2.1A</b>	Implement the strategies for Butchertown, Phoenix Hill and NuLu outlined in the 2019 Housing Needs Assessment, Downtown Market Area.	Neighborhood associations	Housing and Community Development	Near to Long-Term
<b>EA2.1B</b>	Audit conditions of existing single-family residential properties, to identify properties in need of facade improvements or significant repair.	Neighborhood associations, housing advocacy groups	Codes and Regulations Property Maintenance Division	Near-Term
<b>EA2.1C</b>	Create a partnership between neighborhood associations, developers working in the community, and the Louisville Metro Affordable Housing Trust Fund (LAHTF) to address affordable housing shortages in the community.	Neighborhood associations, housing advocacy groups, local developers	Affordable Housing Trust Fund (LAHTF), Housing and Community Development	Near-Term
<b>EA2.1D</b>	Establish a liaison between neighborhood associations and the renter population, to identify renter needs and wants.	Neighborhood associations	Economic Development	Near-Term
<b>EA2.1E</b>	Guide owners of distressed properties through the process of contacting and identifying local available housing programs that support foreclosure relief and property improvements.	Neighborhood associations	Housing and Community Development	Near-Term
<b>EA2.1F</b>	Maintain existing affordable rental housing by working with Louisville Metro Government and local property owners to renew affordability restrictions as they are set to expire.	Neighborhood associations, property owners	Develop Louisville, Councilperson	Near-Term
<b>Objective EA2.2</b>	<b>Leverage development momentum by working with the development community to include affordable units.</b>			
<b>EA2.2A</b>	Work with Louisville Metro to formalize the requirement for affordable units in development proposals on public land and using public funds.	Housing advocacy groups, local developers	Economic Development, Metro Council	Near-Term
<b>EA2.2B</b>	Establish an affordability goal for Butchertown, NuLu and Phoenix Hill as a percentage of total new market-rate units proposed, that recognizes the need for balance between addressing affordability and development costs. The goal should use a percentage of area median income (AMI) as a key metric, and rely on data from the Housing Needs Assessment for its analysis.	Neighborhood associations, housing advocacy groups, local developers	Economic Development, Housing and Community Development, Office of Equity	Mid-Term

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>EA2.2C</b>	Partner with Louisville Metro Planning & Design Services to prioritize inclusionary zoning in any updates to the Land Development Code (LDC). Include a requirement for a percentage of affordable units within larger residential of mixed-use developments.	Neighborhood associations, housing advocacy groups, local developers	Planning & Design Services, Develop Louisville, Metro Council	Mid-Term
<b>EA2.2D</b>	Support creative housing solutions that provide affordable rental opportunities, such as modular or prefabricated housing that drive down construction costs.	Local developers	Economic Development	Long-Term
<b>Objective EA2.3</b>	<b>Build on NuLu's rich arts and culture community to create an artist residency program that provides subsidized housing for local artists living and working in the area.</b>			
<b>EA2.3A</b>	Work with the NuLu Business Association to identify arts organizations with a broad and diverse artist network.	NuLu Business Association, local artists	Economic Development, Commission on Public Art	Near-Term
<b>EA2.3B</b>	In partnership with a Community Land Trust or local lender, issue an RFP for a non-profit organization focused on leading an artist residency program, modeled after Big Car Collaborative in Indianapolis.	Local Community Land Trust (CLT) or lender, local artists	Economic Development, Housing and Community Development, Commission on Public Art	Mid-Term
<b>EA2.3C</b>	Work with Louisville Landbank Authority to transfer property suitable for future artist housing.	Local Community Land Trust (CLT) or lender, local artists	Economic Development, Housing and Community Development, Metro Council	Long-Term
<b>EA2.3D</b>	Establish a relationship with a local lender to support housing financing and operations.	Local Community Land Trust (CLT) or lender, local artists	Economic Development, Housing and Community Development, Office of Equity	Long-Term
<b>Objective EA2.4</b>	<b>Encourage a short term rental policy that encourages equitable distribution of housing.</b>			
<b>EA2.4A</b>	Work with resident associations to provide residents with resources illustrating current short term rental policies and how these affect their property.	Neighborhood associations	Develop Louisville, Councilperson	Near-Term
<b>EA2.4B</b>	Work with Louisville Metro Planning & Design Services to explore options for Short Term Rentals (STR) in Office Residential zoning districts, including updating the STR Conditional Use Permit regulations.	Neighborhood associations	Planning & Design Services, Develop Louisville, Councilperson	Near-Term

**GOAL EA3** Work with local businesses to establish hiring and operational policies that combat systemic racism.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective EA3.1</b>	<b>Through the NuLu Business Association, set voluntary guidelines for NuLu retail and entertainment establishments that address issues around systemic racism.</b>			
<b>EA3.1A</b>	Through the Diversity Empowerment Council of the NuLu Business Association, meet with black and minority leaders to set road map for council’s use of funds to support diversity in NuLu.	NuLu Business Association	Office of Equity	Quick Wins
<b>EA3.1B</b>	Support minority-owned businesses through guidance, mentorship and training.	NuLu Business Association, area employers and businesses	Office of Equity	Near-Term
<b>EA3.1C</b>	Provide free implicit bias training to retail/dining establishments.	NuLu Business Association	Office of Equity	Near-Term
<b>Objective EA3.2</b>	<b>Create a task force of industrial, manufacturing and office employers in Butchertown and Phoenix Hill to address implicit bias and inclusion in hiring and retention of employees.</b>			
<b>EA3.2A</b>	Review hiring practices to audit potential instances of implicit bias.	NuLu Business Association, area employers and businesses	Office of Equity	Near-Term
<b>EA3.2B</b>	Provide free employee implicit bias training and resources.	NuLu Business Association, area employers and businesses	Office of Equity	Near-Term

**GOAL EA4** Focus on resident health and economic wellbeing to address the inequities heightened by the COVID-19 pandemic, and its long-term effects.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective EA4.1</b>	<b>Increase access to healthy and fresh foods.</b>			
<b>EA4.1A</b>	Encourage temporary or mid-term community garden uses of vacant sites, concentrating efforts in sites between Liberty Green and Phoenix Hill.	Liberty Green developers, local fresh foods advocacy organizations	Develop Louisville, Metro Housing Authority	Quick Wins

## Responsibility Matrix

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>EA4.1B</b>	Work with the Phoenix Hill Farmer's Market and the development community to identify a permanent and centrally located outdoor pavilion for the market.	Phoenix Hill Farmers Market, local developers	Develop Louisville, Economic Development, Public Health and Wellness	Mid-Term
<b>EA4.1C</b>	Work with the developers to attract a grocery co-op or small grocery store into the community.	Local developers, local fresh foods advocacy organizations	Develop Louisville, Economic Development, Public Health and Wellness	Long-Term
<b>Objective EA4.2</b>	<b>Expand job opportunities for those affected by long-term job losses.</b>			
<b>EA4.2A</b>	Work with hospitals, large employers, and community leaders to pilot-test a job training or apprenticeship program for nearby residents or retail/restaurant employees affected by recent job losses.	Hospitals, employers, neighborhood associations, NuLu Business Association	Economic Development	Mid-Term
<b>EA4.2B</b>	Work with hospitals, large employers, and community leaders to fill hiring needs with nearby residents.	Hospitals, employers, neighborhood associations	Economic Development	Long-Term

## GOAL **EA5** Support the study area's unhoused neighbors with short- and long-term strategies.

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective EA5.1</b>	Partner with Louisville Metro's Homeless Services Division to develop a neighborhood task force dedicated to providing support and resources for the study area's unhoused neighbors.			
<b>EA5.1A</b>	Work with organizations like the Coalition for the Homeless to receive training on how to approach and determine needs for unhoused neighbors.	Neighborhood associations, non-profits that serve unhoused individuals	Homeless Services Division	Near-Term
<b>EA5.1B</b>	Support existing organizations and resources in the community such as St. John's Center, Wayside Christian Mission, Hildegard House, St. Joseph Catholic Church, and the Jefferson Street Baptist Community at Liberty.	Neighborhood associations, non-profits that serve unhoused individuals	Homeless Services Division	Near-Term
<b>EA5.1C</b>	Coordinate with the assigned LMPD Division Resource Officer to develop compassionate strategies for reporting and assistance.	Neighborhood associations	LMPD	Mid-Term

	Action Item	Community Partners	Responsible Agencies	Timeframe
<b>Objective EA5.2</b>	<b>Work with developers and Louisville Metro's Homeless Services Division to prevent displacement.</b>			
<b>EA5.2A</b>	Ensure that all potential relocations of unhoused individual(s) on public property adhere to the "21-day ordinance" (LMCO §131.02), which mandates that Louisville Metro Government provide at least 21 days notice before relocation.	Neighborhood associations, non-profits that serve unhoused individuals	Homeless Services Division, LMPD, Councilperson	Near-Term
<b>EA5.2B</b>	Encourage developers and owners of private property to follow the "21-day ordinance" when considering the relocation of unhoused individual(s).	Neighborhood associations, property owners and developers	Homeless Services Division	Mid-Term
<b>EA5.2C</b>	Implement the housing affordability recommendations in this plan and in Louisville Metro's Housing Needs Assessment to address the root causes of homelessness.	Neighborhoods associations, property owners and developers	Develop Louisville, Metro Council	Long-Term

**MKSK**

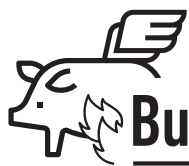


# APPENDIX:

## Existing Mobility Conditions Inventory and Connectivity Analysis



February 2021 | Louisville, KY



**Butchertown, Phoenix Hill & NuLu**  
Neighborhood Plan



**DEVELOP  
LOUISVILLE**  
LOUISVILLE FORWARD

[ A ]

# Existing Mobility Conditions Inventory and Connectivity Analysis



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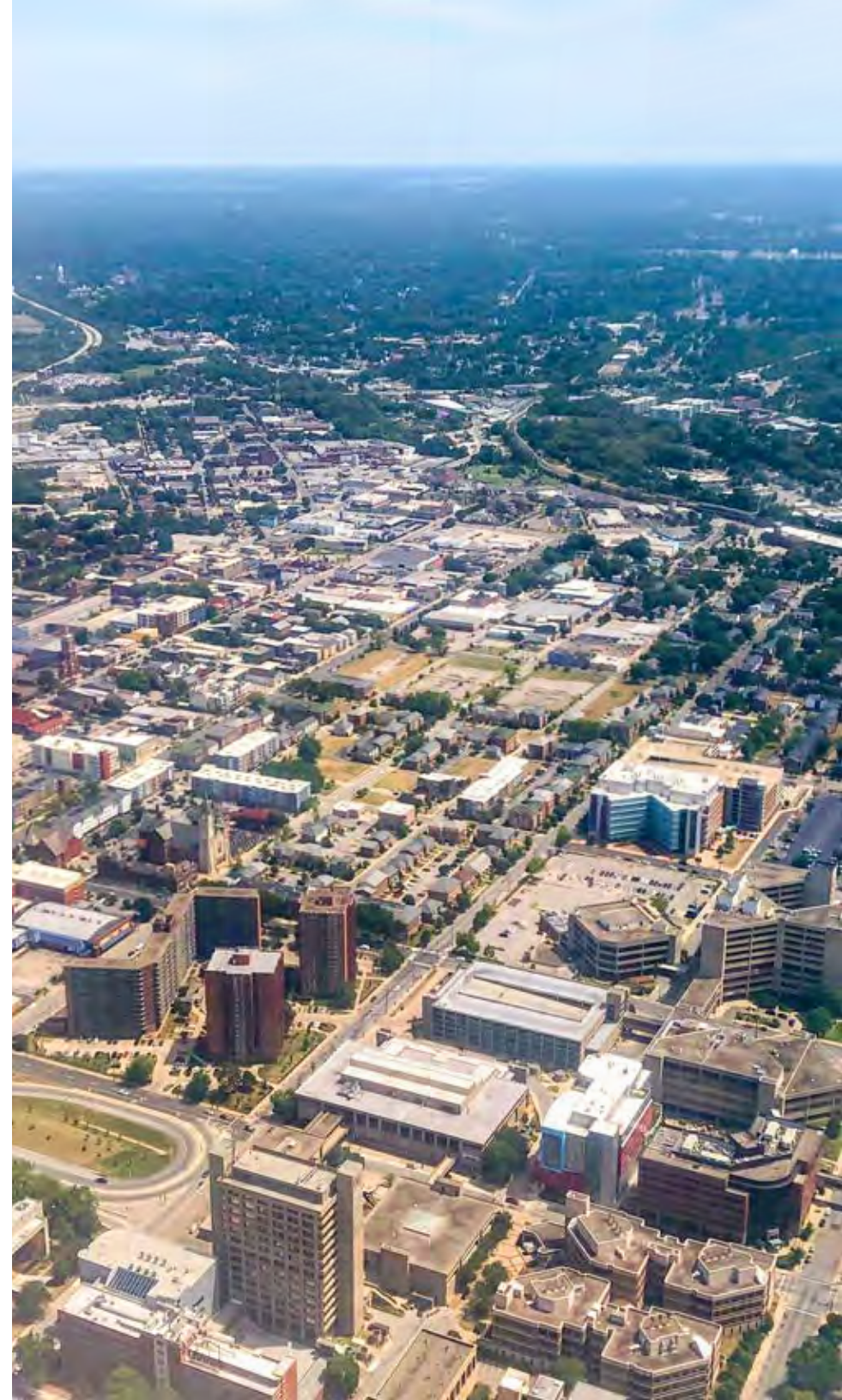
**Backup Existing Conditions and Analysis -  
Plans, Mobility Networks & Services**

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**Opportunities and Recommendations**

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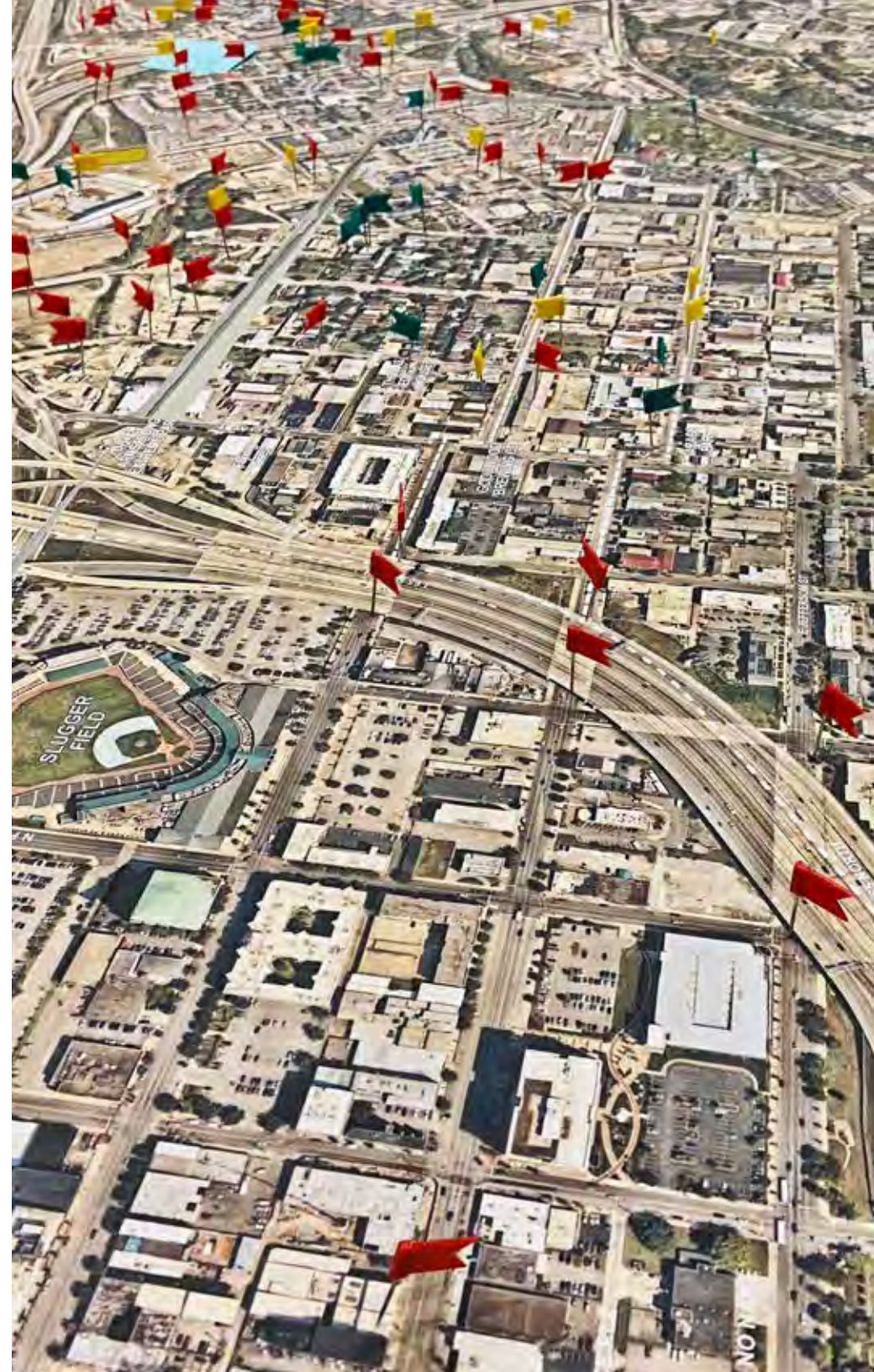
# Introduction

**THIS STUDY CAPTURES THE CURRENT MOBILITY OPTIONS AND HIGHLIGHTS POTENTIAL OPPORTUNITIES FOR MOBILITY AND CONNECTIVITY IN THE STUDY AREA.**

## **Why is Connectivity important to this neighborhood plan?**

This document has been developed to inventory and analyze the existing mobility conditions for the study area of the city of Louisville. In addition to capturing the current form of existing mobility options, this report also highlights potential opportunities and challenges for connectivity within, to, and from the study area. Findings from this joint inventory and connectivity analysis serve as the foundation to guide the identification of recommendations for improving transportation in this area.

This inventory and analysis is organized as follows. Section 2 provides an overview of the study area. Section 3 highlights the major connectivity opportunities and challenges identified from analysis of the existing conditions highlighted in the inventory. Section 4 is the backup analysis of existing conditions, existing plans and the mobility networks and services in the study area. This section goes into further detail on the actual transportation conditions within the study area, with focus on the physical networks that support mobility in the study area, and focus on the services that exist to support mobility to, from, and within the study area.



# Study Area

## **The East Urban Core study area consists of three evolving communities and their regional attractions:**

as shown in the map on the following page. The study area is bound by the Ohio River to the north, the Dr. Martin Luther King Jr. Expressway (I-65) to the west, the South Fork Beargrass Creek to the east, and East Broadway to the south. Located just east of downtown, this area has gained particular attention in recent years due to an increase in residential and commercial developments, and an influx of investments in major attractions. This includes Waterfront Park and the Big Four Bridge, the new Lynn Family Stadium, and the growing Waterfront Botanical Gardens.

•**Phoenix Hill** is the southernmost neighborhood in the study area. The neighborhood is predominantly made up of residential and commercial uses. Much of the neighborhood's west end is occupied by various health services, including several major hospitals.

•**Butchertown** is the northernmost neighborhood among the three. It is located just south of Waterfront Park, but separated from it by two highways and their interchange ramps. While the southern part of the neighborhood is made up of mainly residential uses, the northern, western, and eastern parts of the neighborhood continue to hold some industrial uses. These industrial areas are slowly being transitioned as other light industrial and commercial uses have begun to move in. The Lynn Family Soccer Stadium is located in the northern part of the Butchertown neighborhood, and is expected to usher in significant change to the area. Introduction of large scale entertainment uses—such as the soccer stadium— to the Butchertown neighborhood will greatly increase traffic in and out of the area, and require consideration of ways to move people using modes other than cars.

•**NuLu**, referred more formally as the East Market District, is located just south of Butchertown. It covers the smallest land area among the three communities in the study area. NuLu is centered around a dining and retail strip that runs alongside East Market street. Though mainly known for its nightlife, the residential population in this part of the district has been steadily increasing with new residential developments coming online and others in the pipeline.

# Study Area

## Study Area

Study are showing the three communities in relation to downtown, Waterfront Park, and the interstate system.



# Existing Conditions and Analysis - Plans, Mobility Networks & Services

**NEIGHBORHOOD PLANS FOR THE STUDY AREA WERE LAST COMPLETED IN 2008. TWO PLANS WERE COMPLETED AT THAT TIME, ONE COVERING THE PHOENIX HILL NEIGHBORHOOD, AND THE OTHER COVERING THE BUTCHERTOWN NEIGHBORHOOD. BOTH PLANS WERE SET TO A PLANNING HORIZON OF 2020. SINCE THEN, NEW PLANS HAVE BEEN DEVELOPED FOR THE LOUISVILLE METROPOLITAN AREA, PROVIDING FURTHER GUIDANCE TOWARDS NEW PLANNING HORIZONS.**

## Plan 2040

Plan 2040 is the comprehensive plan for Louisville Metro. The plan looks to a planning horizon of 2040, and identifies a set of “CHASE” Principles (Connected, Healthy, Authentic, Sustainable, and Equitable). The plan is subdivided into six major plan elements, with mobility being one of them. Three key goals are outlined for the mobility section, including:

- Goal 1: Implement an accessible system of alternative transportation modes.
- Goal 2: Plan, build, and maintain a safe, accessible, and efficient transportation system.
- Goal 3: Encourage land use and transportation patterns that connect Louisville Metro and support future growth.

The plan does not address the study area specifically, but does provide some guiding objectives and policies. In particular, the plan emphasizes the need to encourage transit-oriented development, promote nodal density, and reinforce strategies that encourage “complete streets.” Many of the policies stress the need for improved connectivity and better conditions for pedestrians and cyclists.

## MOVE Louisville

Move Louisville is the transportation plan for the Louisville Metro. It looks to a planning horizon of 2035, and guides the prioritization of policies and transportation investments to achieve several key objectives:

1. Reduce vehicle miles traveled;
2. Preserve existing streets and sidewalks;
3. Provide better connectivity and real options for travel;
4. Provide a better link between land use and transportation;
5. Put Louisville in a position to enhance its transportation funding; and
6. Identify opportunities for redevelopment through transit-oriented development.

## **SPECIFIC TO THE NEIGHBORHOODS IN THE STUDY AREA, THE PLAN OUTLINES SEVERAL SPECIFIC INITIATIVES:**

### **Conversion of Downtown/ Edge Neighborhood two-way streets:**

Louisville has a number of one-way streets in the network, particularly in the downtown and surrounding area. To improve safety and efficiency in the downtown, enhance economic activity and make the area more walkable, one to two-way conversions are planned for several corridors, including Mellwood Avenue/ Story Avenue and 15th St./ 16th St., which has implications for neighborhoods including Butchertown.

### **Main/Story Intersection Redesign:**

The intersection of Story Avenue, Main Street, and Baxter Avenue is complex, and presents a number of challenges for travelers in the area. Planned reconstruction of this intersection is expected to help improve safety, and support the operation of two-way streets into the downtown. These improvements will also support economic development in the study area. The project is currently in final design, and construction is expected for 2021.

### **Additional Higher Order Transit Peripheral to the Study Area:**

In addition, there are also plans for higher order “premium” transit in the form of bus rapid transit (BRT). Although these planned projects are not within the study area, they are peripheral to the study area, and may have an impact on access to key destinations. Potential projects identified include bus rapid transit on Broadway, Frankfort Ave/Shelbyville Road, Bardstown Road, and Preston Highway. The Broadway Complete Street Bus Rapid Transit (BRT) project is already underway. The project will increase transit frequency, reliability and efficiency, improve transit user experience, and enhance the bicycle and pedestrian infrastructure to improve safety, mobility, and access to high capacity transit services.

### **Transit Oriented Development and Node-based Development:**

In addition to implementation of higher order transit, the plan also identifies the need to shift towards transit oriented development (TOD) or node-based development. The plan lists out several actions that Metro will take to make this happen, including focusing on amenities such as sidewalks, crosswalks, bike lanes, and transit service in designated areas.

Additionally, the plan also outlines eight strategic policy initiatives to Metro in achieving the seven adopted goals. These are areas that require further work to progress, but include some key concepts and insights that are useful in understanding Metro’s perspectives on key transportation issues:

- **Shift funding allocations and increase funding.**
- **Make complete street design principles the norm.**
- **Focus decision-making on high capacity, people-moving corridors.**
- **Consider transit a catalyst for infill development.**
- **Streamline transit service on key corridors.**
- **Set policy on preferred truck/freight routes.**
- **Manage parking efficiency by matching supply to usage, reducing the downtown demand.**
- **Embrace smart mobility to ease congestion.**



# Louisville Downtown Master Plan

The Louisville Downtown Master Plan was developed in 2013 to guide the revitalization of downtown Louisville as the economic, entertainment, residential, and cultural core of the community. The study area for the Downtown Master Plan covers a much larger area than the study area, but highlights two specific focus communities within the study area: NuLu and the Medical District in Phoenix Hill.

## Parking:

On the issue of parking, the Master Plan highlights that Downtown Louisville has a significant stock of both off-street and on-street parking. The master plan suggests strategically targeting surface parking lots for redevelopment and infill.



Distribution of parking supply across downtown Louisville from Master Plan

## Street Network Analyses:

The Master Plan concludes that one-way streets have contributed to the autocratic nature of the city, and recommends conversion of additional one-way streets to two-way.

## Downtown Street Typologies:

The Master Plan provides succinct descriptions of the different street typologies, and diagrams to exemplify what each street type might look like in reality. Many of these typologies include infrastructure for a combination of modes, as well as green infrastructure.

## Transit Connectivity:

The Master Plan highlights the need to improve existing transit operations, referencing ideas such as stop consolidation to allow for faster operation and technologies like on-time arrival information and mobile apps to provide greater service reliability.



Planned one-way to two-way conversions identified in the Master Plan

## Bicycle Infrastructure:

Recommendations have been made to install more bike infrastructure, provide bike lanes or sharrows on most, if not all, downtown streets, a cycle track for East Market Street, and to implement a bikeshare program (which has since been completed). In addressing the neighborhoods of NuLu and the Medical Center, the Master Plan highlights the following:

In NuLu, the Master Plan identifies opportunities to improve north-south connections, one-way to two-way conversions and streetscape improvements to and from Market Street. It also recommends Green Connections to clearly link the NuLu neighborhood with Waterfront Park.

Medical Center recommendations from the Master Plan include pedestrian crossings of I-65, as well as conversion of streets from one-way to two-way.



Potential downtown street typologies

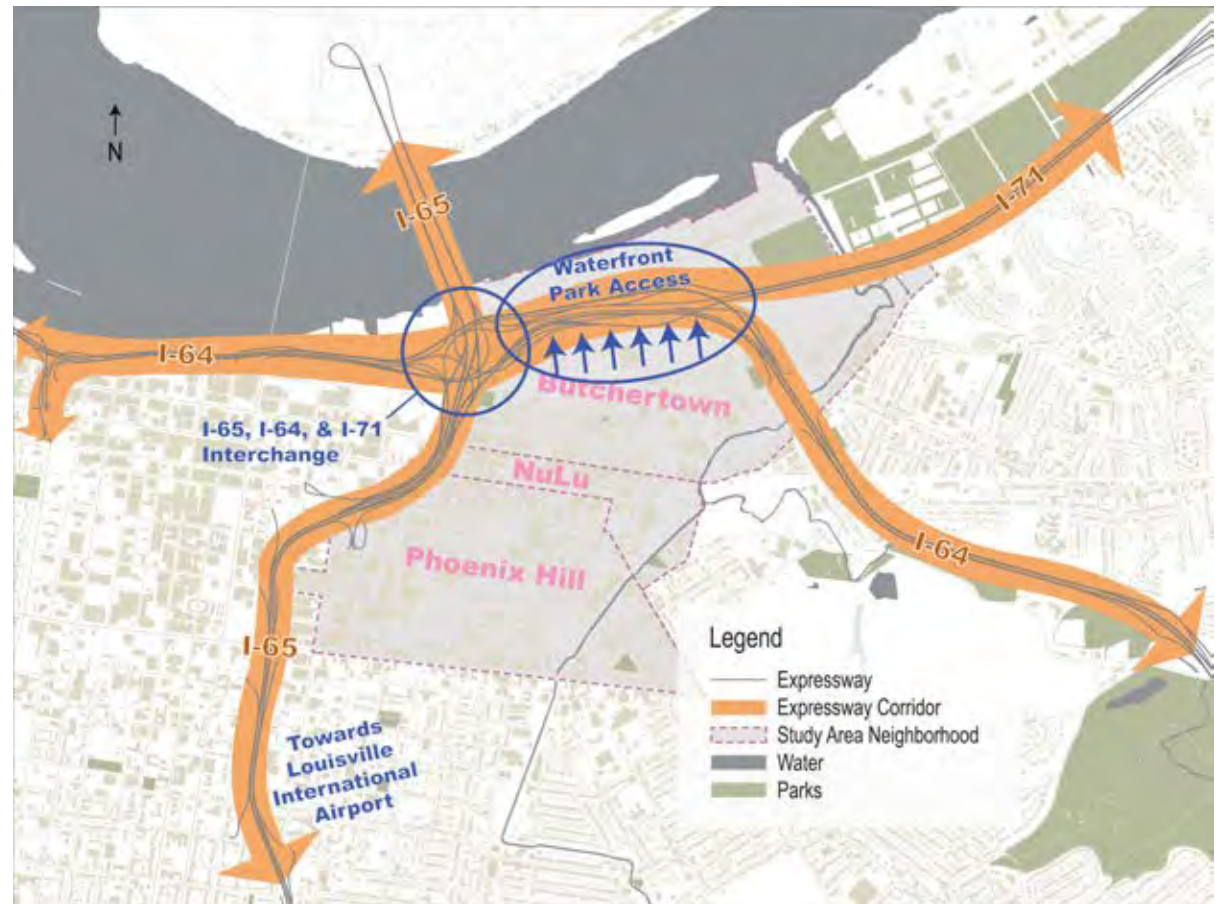
# Mobility Networks

## Expressway Network

The study area is bound by a number of major expressways. The western edge of the area is bound by I-65, which runs north-south across the region, and across the Ohio River over twin bridges (John F. Kennedy Memorial Bridge and Abraham Lincoln Bridge) into Jeffersonville, Indiana. On the northern part of the study area is I-71, which runs east-west along the Ohio River from I-65 to the east of the region. From the west part of the region, I-64 runs east-west alongside the Ohio River and joins I-71 in the north part of the study area, and then splits off towards the southeast of the region. The map to the right highlights the major expressway corridors that interact with the study area.

### **Regional connectivity for motorists coming from all directions, including from the airport:**

The study area is well connected to the rest of the region by the expressways that cross through the site. Extensive expressway coverage in the north-south, east-west, and southeast directions provide easy vehicular access into the study area. The Louisville International Airport is also located just approximately 6 miles south of the study area, directly accessible by I-65 (approximately 10 minutes away under usual traffic conditions).



Expressway corridors in the study area

**Complicated interchange involving I-65, I-64, and I-71 takes up significant space:**

All three of the expressways that traverse the study area converge in the northeast corner of the study area. This interchange is quite complicated and spatially intensive. A substantial amount of space is locked up within this area, and inaccessible.

**Expressway corridors play a role in isolating Waterfront Park:**

Within the study area boundary, the combined I-71 and I-64 corridor cuts through the site, separating the Waterfront Park area from Butchertown, and the rest of the study area to the south. This has presented an ongoing challenge for access into Waterfront Park area as much of the corridor is at grade with the surrounding roadways.

## Road Network

Because the study area contains some of the oldest neighborhoods in Louisville, the road network follows a regular grid pattern that is typical to many major cities across the country. Some exceptions to this regular grid pattern exist as a result of both natural and human-made features. This includes the Chestnut Street Connector, which bends alongside Beargrass Creek towards the south end of the study area, as well as Adams Street/Spring Street which follow alongside the I-64 corridor. River Road follows the waterfront along the Ohio River, and, jointly with Witherspoon Street, create a ring road bypass around the expressway interchange area. The map on the following page highlights the key roadways across the study area.

While there are many arterial and collector roadways in the east-west direction, there are only a handful that provide access in the north-south direction. This has led to regular block distances between both minor and major east-west streets (distance of approximately 500 feet between major streets and 250 feet between minor streets), but irregular distances between major north-south streets (distance of approximately 585 feet between minor streets).



Key roadways in the study area

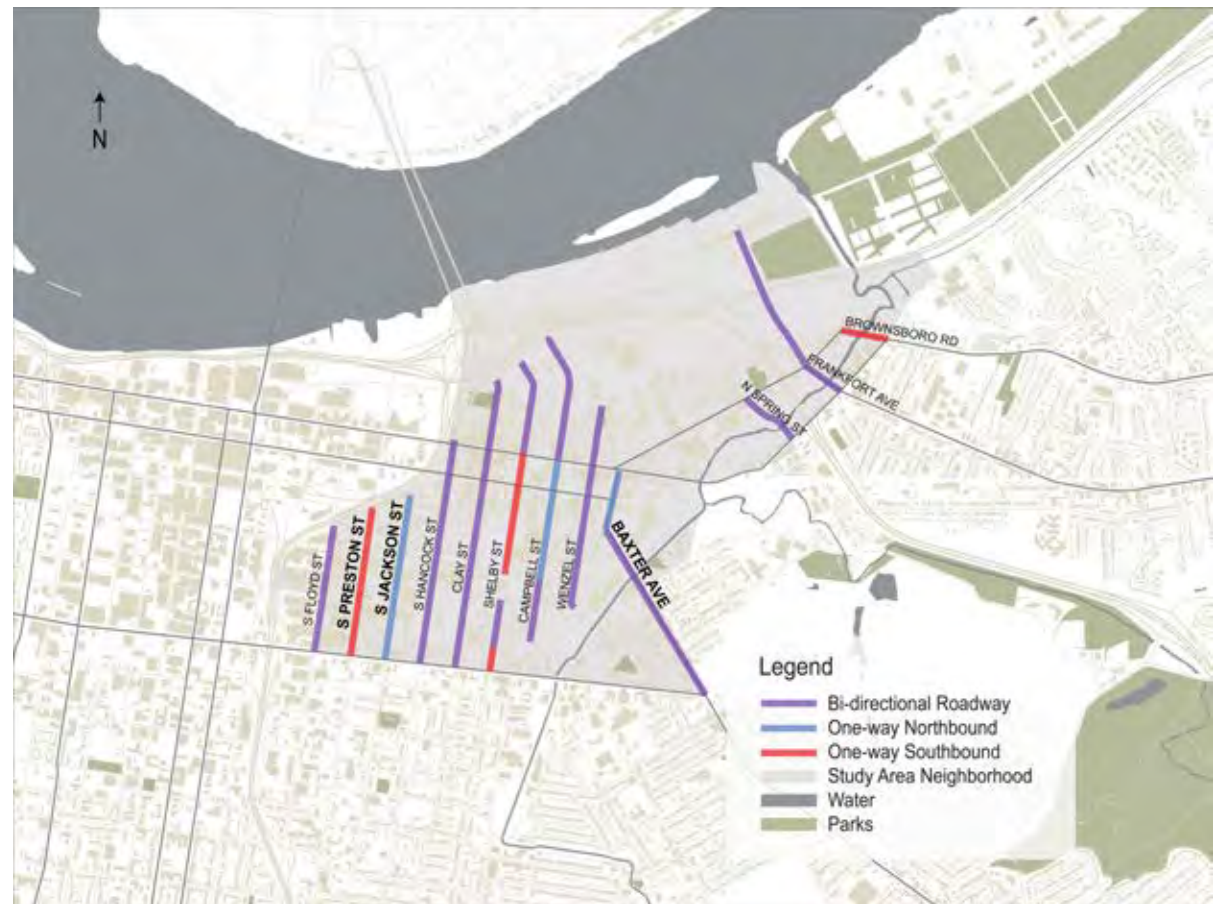
**Limited north-south arterial access:**

Few arterial and collector roadways in the area provide north-south access. The map on the next page highlights the north south access roads across the study area. In terms of major roadways, there is one pair of north-south one-way couplets to the west part of the study area in the form of Jackson Street (northbound) and Preston Street (southbound). The two streets go through the Medical District, and provide access to the existing Louisville Slugger Field located just outside of the study area. While Preston Street eventually connects to the Waterfront where it turns into River Road, Jackson Street ends at Main Street just south of the major highway interchange.

Closer to the middle of the study area, Shelby Street provides southbound access south of Main Street. North of Main Street, Shelby Street operates as a two-way street and connects to Witherspoon Street. There are ongoing plans to have Shelby Street converted from one-way to two-way between Main Street and Broadway, though there remain some limitations on the use of Shelby Street as the major north-south vehicle corridor in the study area as a short section between Madison Street and Muhammad Ali Boulevard is gated for the Phoenix Place residential apartments.

Further to the east of the study area, the Chestnut Street Connector serves as a two-way north-south connector between Jefferson Street and Gray Street. In the north end, the Chestnut Street Connector turns into Baxter Ave, which continues to be bi-directional to its terminus at the troubled Main and Story intersection. In its southern end, the Chestnut Street Connector is connected to Campbell Street and Gray Street. Northbound traffic on Chestnut street comes from Campbell Street, while southbound traffic on Chestnut Street is channeled onto Gray Street and forced to travel in the westbound direction toward the southbound Shelby St. There is no direct southbound access to Broadway for those travelling southbound on Chestnut.

At the eastern end of the study area, the road network deviates from the grid in the western end, and north-south streets are rotated to travel in a northwest to southeast direction to follow the I-64 expressway corridor. On the west side of the I-64 corridor, Adams Street, provides two-way north-south access from Mellwood Avenue, north to where Adams Street turns to become an east-west road. South of Mellwood Avenue, Adams Street turns into Spring Street where it eventually terminates at Lexington Road. On the east side of the I-64 corridor, Frankfort Avenue serves as a two-way connection between southeast part of the region through the study area and into Waterfront Park, and is one of few roads that connect directly to Waterfront Park. However, unlike its arterial form to the south, Frankfort Avenue in its northern portion from Story Avenue to Waterfront park is quite narrow, with a combination of industrial and low density residential uses on either side.



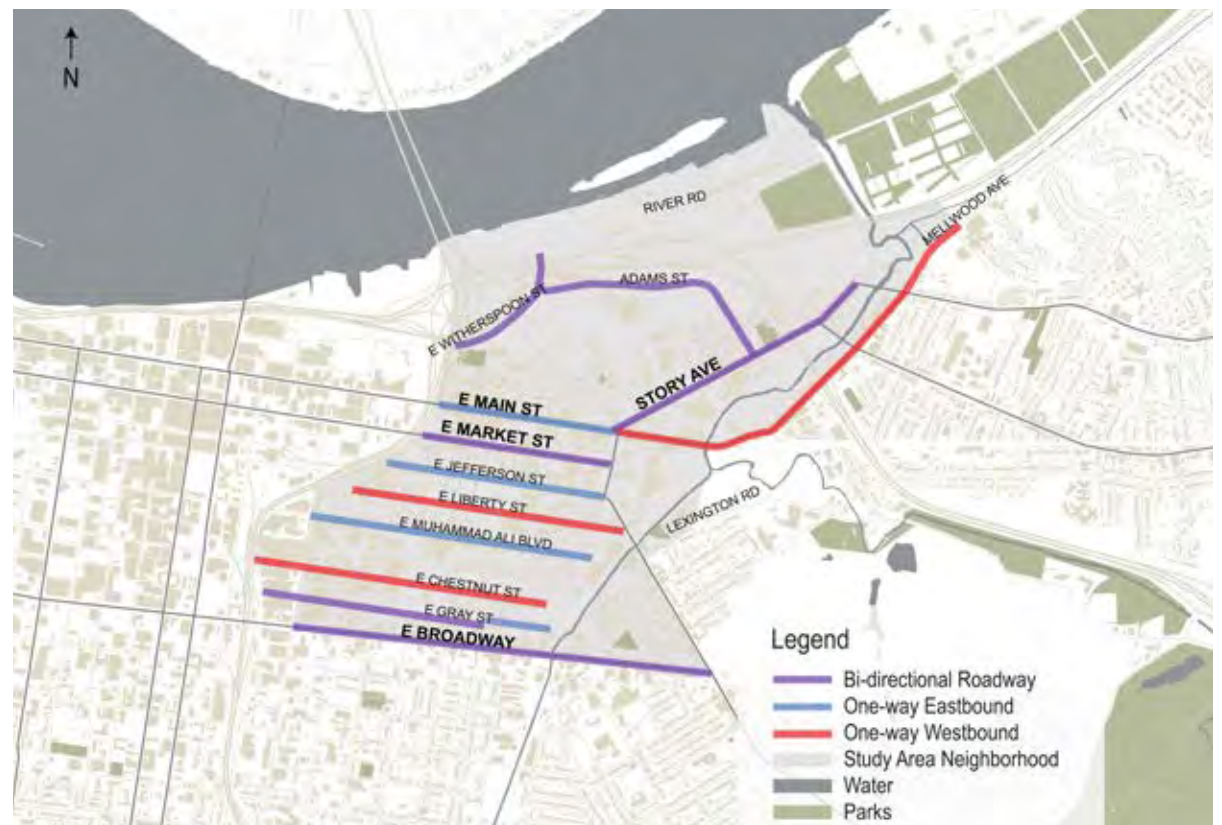
North/South street access within the study area

**East-West arterials provide regular access through middle and southern portions of the area:**

Connectivity in the east-west direction through the study area is quite consistent throughout most of the study area, though major arterial roads are generally more concentrated in the middle and southern portions in NuLu and Phoenix Hill. The map to the right highlights the combination of one-way and two-way streets traverse area without a clear pattern of coupling between east and westbound roadways. The following lists the major arterials from north to south, beginning with Main Street:

- Main Street – one-way westbound west of Story Ave; one-way eastbound east of Story Ave
- Market Street – two-way
- Jefferson – one-way westbound
- Liberty Street – one-way eastbound
- Muhammad Ali Boulevard – one-way westbound
- Madison Street – two-way, but not continuous through the Medical Centre area as it is pedestrianized
- Chestnut Street – one-way eastbound
- Gray Street– two-way
- Broadway – two-way

While most of these streets connect directly into the downtown, only a select few connect further east of the study area due to barrier posed by the South Fork of the Beargrass Creek and rail corridor. Main Street, Jefferson Street, Liberty Street, and Broadway are the only roads that continue east.



East/West street access within the study area

**Impact of one-way street network on expressway access:**

The one-way street network in this part of Louisville has also created some expressway access ramps that may pose challenges as roads are converted to two-way operations. Currently designed for ramp access on the righthand side of the roadway, some access ramps may require substantial reconstruction or conversion for left hand access.

Three expressway accesses to consider in greater detail are the Jefferson Street, Liberty Street, and Muhammad Ali Boulevard ramps near the Medical Center; Story Avenue; and Mellwood Avenue.

**Access to new stadium is limited by disjointed street network:**

With the introduction of the new Lynn Family Soccer Stadium, traffic to, from, and within the Butchertown area is expected to increase substantially during events. In particular, access to the stadium site will need to be improved. While the current road network provides direct road frontage on the north, east, and west sides of the stadium site through Adams Street, Campbell Street and Cabel Street, access on the southern end of the site is not as clear. The stadium site abuts several industrial properties, and is bound by an active rail spur that connects to many

industrial properties along the waterfront. Water Street, an east-west street that stops just west of Campbell Street, could potentially be extended to provide southern frontage and/or access for the stadium site and surrounding complementary uses, including one of the stadium's parking lots. Figure 10 shows a site plan of the Lynn Family Soccer Stadium, with the locations of the parking lots. However, despite Water Street being a public right of way, it is currently occupied by the Advance Ready Mix concrete plant. The street will need to be reclaimed and upgraded in order to provide access. The rail spur also remains a barrier that will be difficult to overcome without substantial infrastructure interventions



Lynn Family Stadium parking location (<https://www.loucity.com/lynnfamilystadium>)

### **Limitations for access into Waterfront Park:**

The expressway corridor is a major limiting factor for access to the waterfront. Under existing conditions, Witherspoon Street is the only arterial road within the core part of the study area that passes through the corridor via an underpass. All access to Waterfront Park area from the part study area that is bounded by the expressways need to connect to Witherspoon Street, or Adams Street (which connects to Witherspoon Street). This channelization of traffic onto Witherspoon Street, which has two lanes in each direction, could pose potential challenges during high demand periods when traffic volumes are particularly heavy.

Though there are many other potential north-south streets that could either be extended and/or converted to two-way to enable access further to the north, there exist a number of physical obstructions that may need to be overcome. First, the highway corridor is at-grade for much of the segment within the study area. For any access roads to cross through the corridor, costly grade separations would have to be implemented. The location of the new soccer stadium also impedes the potential extension of roads such as Wenzel Street from being extended further north.

Roads that could be investigated for possible extension include:

- North Clay Street – located in proximity to the expressway interchange, one of the widest parts of the corridor. Northward extension would require significant work to pass through the

expressway corridor. While there are no other properties between the expressway corridor and River Road to the north, properties south of the expressway corridor might be impacted.

- North Shelby Street – located in proximity to the expressway interchange, one of the widest parts of the corridor. Northward extension would require significant work to pass through the expressway corridor. While there are no other properties between the expressway corridor and River Road to the north, properties south of the expressway corridor might be impacted.

- Cabel Street – located on the east side of the new soccer stadium. Though this is not a through street like Campbell Street (located on the other side of the soccer stadium property), Cabel Street connects to Story Avenue, which is a major east-west arterial. Northward extension would similarly require significant work to pass through the expressway corridor. Between the expressway corridor and River Road to the north, there is a rail corridor, a parking lot (Riverside Parking), the Browning Equipment Company, as well as an additional property.

- Adams Street – located close to I-64. Adams Street currently turns from north-south to east-west as it meets the I-71 and I-64 corridor. There is potential to extend the north-south portion of Adams Street northward beyond the expressway corridor, though this would require extensive work to overcome the corridor. Between the expressway corridor and River Road, there is a woodlot and railway corridor, but no other notable properties.



North Shelby Street facing north towards Witherspoon Street (Google Earth)



Cabel Street facing north towards Adams Street (Google Earth)

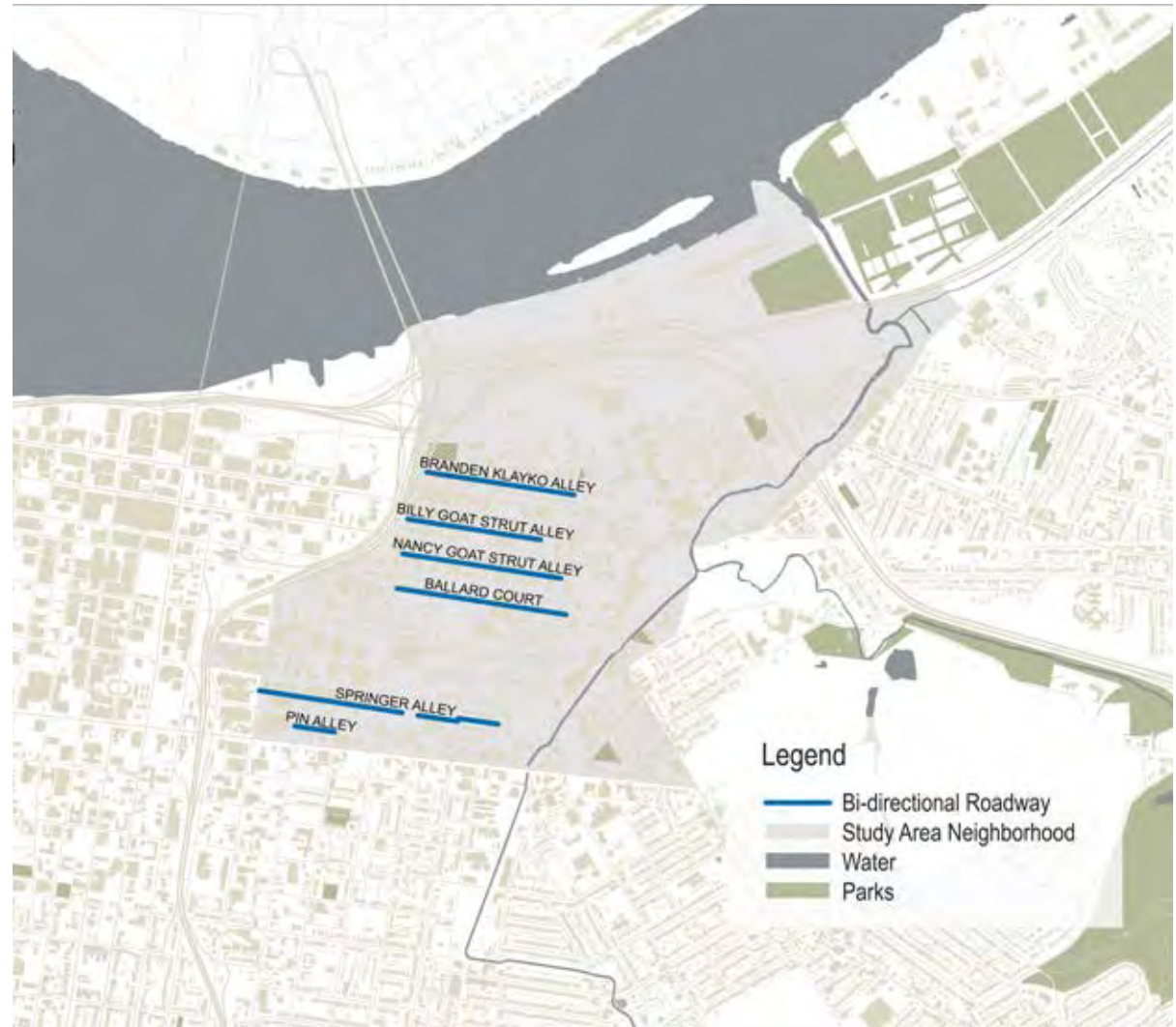


Adams street facing north of the bend (Google Earth)



**Alleys may provide opportunities for providing additional connectivity for walking, cycling, and other low-speed modes, though data on these facilities is currently limited.**

Across the study area, there are a several minor alleys between blocks that could potentially be leveraged to provide improved connectivity, particularly for pedestrians, cyclists, and other low-speed modes. However, data on these facilities are currently limited, and more research and analysis will be needed to understand details on condition, current usage, and ownership. The map to the right shows the alleys that exist within the study area. The following subsections highlight the condition of the alleys based on a desktop review.



Alleys within the study area

Branden Klayko Alley is located in Butchertown between Franklin Street and Washington Street. It stretches from Hancock Street to Wenzel Street, and for much of its length runs either along the backs of industrial properties, or residential garages and laneway houses. A portion of the alley informally continues east beyond Wenzel Street until Johnson Street where it comes to an end as it meets an industrial building that currently houses J.Gumbo's corporate offices.

Billy Goat Strut Alley is located south of Branden Klayko Alley, between Main Street and Market Street, the two key corridors in NuLu. It similarly begins at Hancock Street on the west end, but ends just before Wenzel Street at the Lincoln Elementary Performing Arts School's parking lot in the east. The alley lines up directly with the school's pedestrian walkway towards the entry atrium, but is separated by a driveway that connects between Main Street and Market Street. Conditions vary through the length of the alley. Along some parts of the alley are industrial buildings and parking lots. Towards the central parts of the Main and Market Corridor are mostly backs of restaurants.

Nanny Goat Strut is located further south between Market Street and Jefferson Street. It extends from the I-65 expressway corridor in the west to Wenzel Street in the east. The condition of the alley varies depending on the section and surrounding uses. In the far west extent, the alley is used as the access road into a hotel parking lot. Towards the middle section, the alley is mainly used for utility access. Further to the east, the surrounding uses become more industrial in nature, and the alley becomes wider accordingly to provide truck access.



Branden Klayko Alley facing west between Clay and Shelby Streets (Google Earth)



Billy Goat Strut Alley facing east between Shelby and Campbell Streets (Google Earth)



Nanny Goat Strut facing east between I-65 and Hancock Street (Google Earth)



Branden Klayko Alley facing east between Campbell and Wenzel Streets (Google Earth)



Billy Goat Strut Alley facing east at Wenzel Street (Google Earth)



Nanny Goat Strut facing west between Shelby Street and Clay Street (Google Earth)

Ballard Court is located between Jefferson Street and Liberty Street. It stretches from Jackston Street in the west to just past Wenzel Street in the east, but is cut off in parts by apartment buildings at Hancock Street, and a ring road at Clay Street. Between Hancock Street and Shelby Street, Ballard Court functions more like a local road than an alley, and appears to be used for frontage access for many newly built apartments.

Springer Alley is located between Chestnut Street and Gray Street. It crosses several blocks, stretching from Floyd Street and the Norton Hospital in the west, to Campbell Street in the east. The alley is made discontinuous by a fenced surface parking lot, which appears to belong to the University of Louisville Health Care University Hospital. As much of this alley goes through the Medical Center area, it serves for much of its length as an access road to the area's parking facilities. In the west end, the alley is quite wide, and seems to accommodate a significant amount of traffic. In the east end, outside of the Medical Center area, Springer Alley becomes narrower and more similar to other alleys in this study area.

## Pedestrian Network

The study area being part of Louisville Metro's urban area, most of the existing right of ways have sidewalks located on both sides of most roadways in the major grid. Though most alleys do not have designated sidewalks, alleys within this area provide additional mid-block connectivity for pedestrians.

**Pedestrian infrastructure is limited in the north where there are currently major industrial land uses.**

The northern part of the study area is currently made up of primarily industrial uses. As a result, many of the streets have been constructed to cater more to the needs of heavy duty vehicles rather than pedestrians. However, as the uses within this area evolve, pedestrian access may become more critical. In particular, the limited pedestrian infrastructure in this area also limits walking access to Waterfront Park.

**Gated areas across the study area pose potential challenges for walkability.**

There are some locations in the study area where sidewalks and alleys are cut off by gated private properties. One example is at the Phoenix Place Apartments at Madison Street between Shelby Street and Clay Street. There is no signage forewarning travelers that they would not have through passage. Whereas a dead-end or discontinued roadway may mean just a few extra minutes for a motorist to detour and travel around, a gated walkway could mean significant additional time for pedestrians to walk around.



Ballard Court facing east between Campbell and Wenzel Streets (Google Earth)



Springer Alley facing east between Floyd and Preston Streets (Google Earth)



Ballard Court facing west between Clay and Shelby Streets (Google Earth)



Springer Alley facing east between Clay Street and Shelby Street (Google Earth)

# Cycling and Low-Speed Vehicle Network

Cycling infrastructure in the study area is currently limited to two major sets of east-west and north-south bike lanes and sharrows. The map to the right highlights the designated bikeways across the study area.

In the east-west direction, bike lanes exist on Main Street and Market Street. On Main Street, the bike lane travels in the westbound direction according to the direction of traffic flow, between the travel lane for cars and curbside parking.



Bikeway network in the study area

On Market Street, the bike lane travels in the opposing eastbound direction, despite it being a two-way street. The bike lane is similarly located between the travel lane and curbside parking, though in parts of the corridor, the road is wide enough to provide front-in parking rather than parallel parking.

In the north-south direction, there are cycling facilities on three major streets, Hancock Street, Jackson Street, and Floyd Street. Hancock Street has sharrows, while both Jackson Street and Floyd Street have bike lanes. The picture to the right bottom shows the sharrows on Hancock Street going in both directions. The bike lane on Jackson Street, shown on the next page, runs between the travel lane and curbside parking, operating in the same northbound direction of travel as the rest of traffic. On the other hand, the bike lane on Floyd Street, also shown on the next page, operates in the southbound direction, despite Floyd Street being a bi-directional roadway. Unlike the other bike lanes in this area, the Floyd Street bike lane also has a separation buffer delineated by paint for at least part of the corridor.



Multiple uses along the curb on Main Street facing west between Campbell Street and Shelby Street, including Bike Lane, Street Parking, and TARC Bus Stop (Google Streetview)



Bike lane on Market Street facing east between Campbell Street and Shelby Street (Google Streetview)



Sharrows on Hancock Street facing north just south of Market Street (Google Streetview)

Cycling facilities also exist in the north end of the study area in the form of a shared use path along the waterfront called the Louisville loop, as well as bike lanes on Adam Street. However, getting to the Louisville Loop from within the study area is a challenge as the Adam Street Bike lanes come to an end at Witherspoon Street. A shared use path exists on the northwest side of Witherspoon Street, providing connectivity under the expressway corridor. A sharrow also exists on Washington Street, near the Butchertown Market.



Bike lane on Floyd street facing south between Muhammad Ali Boulevard and Chestnut Street (Google Streetview)



Bike Lane on Jackson Street facing north between Muhammad Ali Boulevard and Marshall Street (Google Streetview)



Sharrow on Washington Street facing east towards Cabel Street (Google Streetview)

# Mobility Services

## Public Transit

Louisville's public transit services are provided by the Transit Authority of River City (TARC). Services currently include local bus and paratransit services, as well as a complimentary circulator between Downtown and NuLu, and for the University of Louisville Health Campus in the Medical Center (these summaries and services are all pre-pandemic services and routes). TARC currently operates 43 routes with a fleet of 223 vehicles.<sup>1</sup> TARC's paratransit service (TARC3) operates through contracts with MV Transportation<sup>2</sup> and Z-Trip<sup>3</sup> with a total of 102 vehicles.

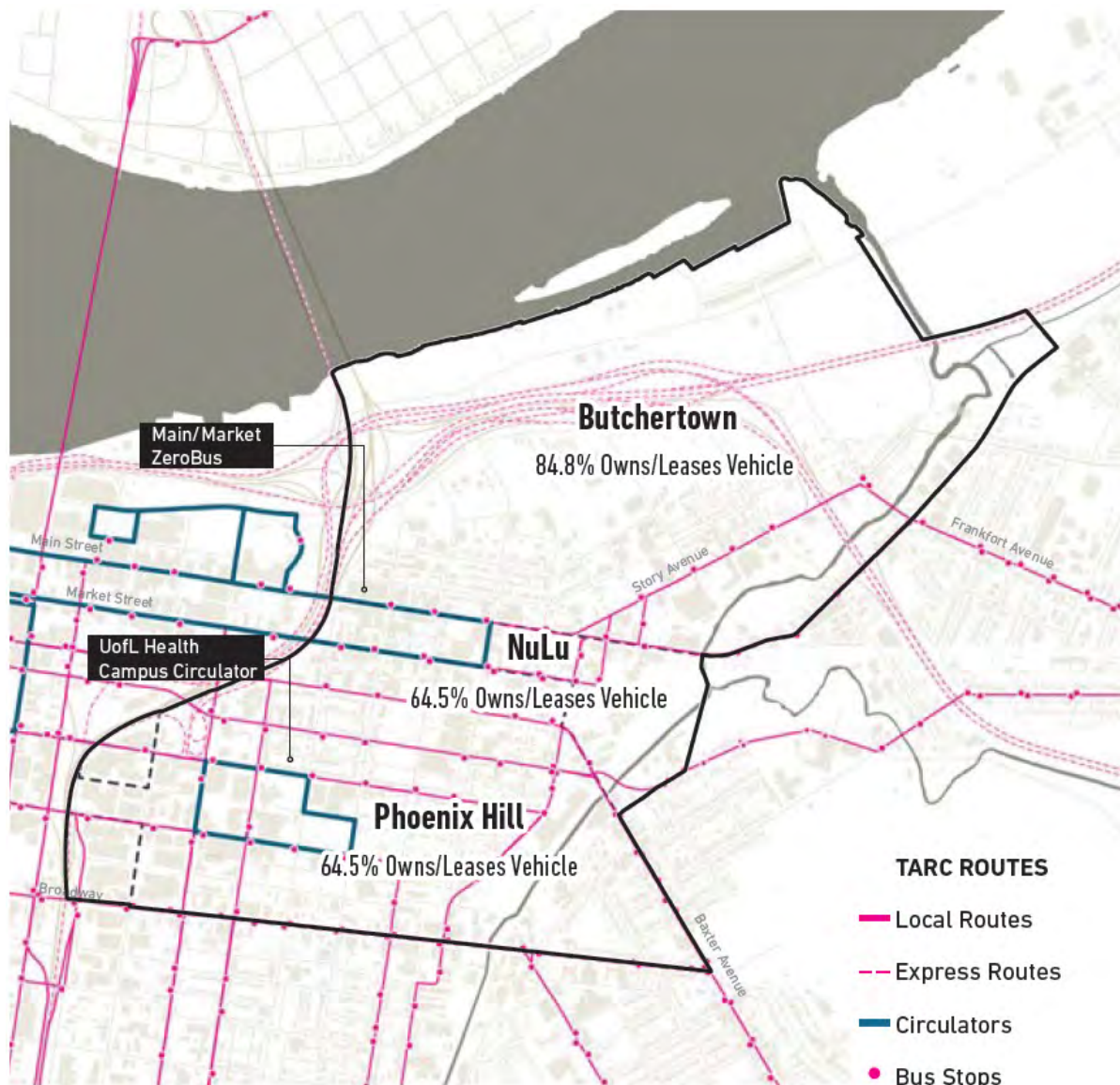
TARC fares are \$1.75 one-way for local services and \$2.75 one-way for express service with cash.<sup>4</sup> A \$0.25 reduction is provided when Farecards are used. A reduced one-way fare is offered of \$0.80 for local bus and \$1.30 for express fare. TARC upgraded its fare system to MyTARC.<sup>5</sup> MyTARC is an electronic farecard available for online and in-person purchase. MyTARC offers customers a 1-day for \$3.50, 1-day express \$5.50, 7-day local for \$15, 7-day express for \$23, and 30-day local for \$50, and a 30-day express for \$85 pass; a 10-trip pass for \$15, and a pay-as-you-go standard fare available for purchase in increments of \$10. MyTARC is usable on local bus service while TARC3 tickets are used on the paratransit service and sold online as a strip of 5 tickets for \$15.<sup>6</sup>

TARC partners with retail locations to make the MyTARC electronic farecard available across the city.<sup>7</sup> However, there are currently no locations within the neighborhood for residents of Butchertown, NULU, and Phoenix Hill to purchase MyTARC cards at Kroger<sup>8</sup> or other sales locations.<sup>9</sup> Some TARC fares are also available via a mobile app, including Single Ride, 24-Hour Pass, 7-Day Pass, and 30-Day Pass.<sup>10</sup>

Similar to many other transit agencies around the world, TARC operations have been greatly impacted by the 2020 COVID-19 pandemic, as well as the associated financial implications that have come about as a result. The map on the next page shows the transit services that existed in the study area prior to the pandemic. Since then, services have been reduced, and in some cases eliminated. For example, the circulator routes in the area have been discontinued until further notice. Review of public transit in this report has been conducted on the basis of the transit system prior to the pandemic. With changing work patterns and evolving uses in the area, it is expected that further changes will need to occur.

**Transit service does not exist for the north part of the study area, making both Waterfront Park area and the new soccer stadium inaccessible by transit.**

Transit network coverage within the study area is mainly concentrated in the southern part of the study area, in NuLu and Phoenix Hill. Transit within Butchertown only travels along Story Avenue before turning south again on Frankfort Avenue. While this distribution of transit services aligns to existing car ownership patterns, the lack of transit service through Butchertown, and into the Waterfront Park area poses potential challenges for getting people to and from key attractions, such as the new soccer stadium. The lack of transit as a mobility alternative for accessing this area also means key access roads to the soccer stadium and through the expressway corridor into Waterfront Park will experience significantly more traffic, especially during event days. This is likely to also have negative impacts on residents in the surrounding Butchertown area, and also to businesses that continue to rely on these roads for the movement of goods.



Map of existing TARC service serving study area

**Similar to the roadway system, north-south transit access is limited.**

The existing transit network in the study area is dominated by east-west routes, providing limited access in the north-south direction. This may be in part due to limitations in the road network, as transit services that operate on one-way roads need the ability to cycle back to their origins from a corresponding route in the opposite direction. The lack of two-way arterial roads, or one-way couplets, makes transit operations in this part of Louisville quite difficult.

Circulator routes provide a potential opportunity to overcome the limitations of the one-way street network, and could help provide access to and between key destinations within the study area, as well as Downtown.

**Further analysis required to understand the temporal distribution of transit services.**

The temporal distribution of transit services, such as the times of day and days of the week during which transit service is active, as well as the frequency of the services, are also important for understanding the quality of transit access that people who live, work, and play in this part of the region have. This is particularly important as the nature of activities in the area evolve from typical day-time commute hours to become more focused on night time events, entertainment, and activities. Understanding of temporal distribution will also contribute to understanding how shift workers, such as those who currently work in the Medical District, are served.



# Bikeshare

LouVelo Bikeshare is the official bikeshare program of Louisville Metro. It is a station-based bikeshare system, where bikes are locked in designated docks. Pricing differs depending on the package that a traveler chooses: 'Pay as you Go' costs \$3.50 for every 30 minutes; the 'Blue Grass Pass' is \$7.50 + tax for 24 hours, with a 60-minute limit per ride; a 'Monthly Pass' is \$15 per month, with a 60-minute limit per ride; and the 'Minute Pack' is \$20 for 300 minutes, which has no ride limitations. LouVelo also offers some discounted plans for students, government employees, and certain employers.

As of writing, the system had a total of 32 stations in Louisville, 7 of which were located within the study area: 3 in the NuLu strip, 1 in Butchertown, and 3 in and around the Medical Center area. All LouVelo stations in the study area are located along designated cycling facilities (either bikelanes or sharrows). There are currently no LouVelo stations in residential areas of Phoenix Hill or the Waterfront Park Area.



LouVelo Bikeshare system serving study area

**Outside of the Medical Center area, no other bikeshare stations are located within the Phoenix Hill area.**

With the exception of the Medical Center area in the west part of Phoenix Hill, there are currently no other LouVelo bikeshare stations in Phoenix Hill. This limits the ability for residents in the Phoenix Hill area to access LouVelo services for any home-based trips, as well as for visitors from other areas to travel to Phoenix Hill area businesses.

**LouVelo access in Waterfront Park is limited by an existing agreement with a bike rental company.**

It is understood that an agreement between Louisville Metro and a bike rental company that operates in Waterfront Park, has been a key reason why there are currently no LouVelo Stations in the Waterfront Park area. However, the use of bike rentals is different from bikeshare, as bike rentals are geared towards recreation, provide for a longer ride time, and can be picked up and dropped off only with the rental company's location in Waterfront Park. Despite travelers being able to use LouVelo bikes on the Waterfront Park shared use path, the lack of bikeshare stations at Waterfront Park poses limitations for people who wish to park and access Waterfront Park from the surrounding areas.

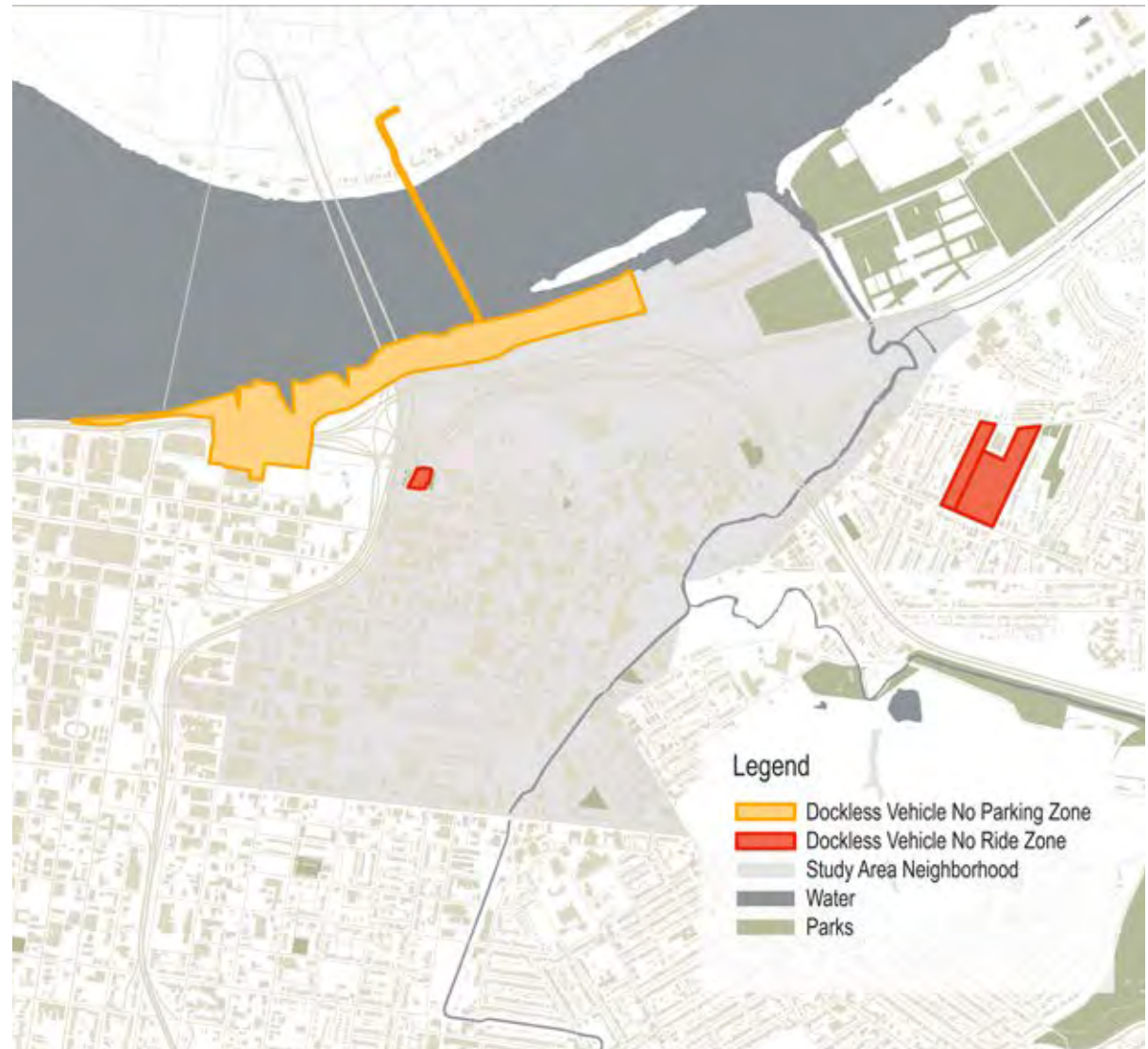
**Access in Butchertown and northern parts of the study area is currently limited.**

There is currently just one LouVelo stop in Butchertown, located in close proximity to the Butchertown Market. As no other LouVelo stations exist within the vicinity, travelers who make use of this stop are likely coming from the west, the direction of downtown. Serving as the only LouVelo station in the area with only 12 docks for bicycles, the station could easily be overwhelmed with demand as the area continues to evolve into more of a destination.

# Dockless Vehicles

Louisville classifies all manual and power assisted bicycles and scooters as dockless vehicles. Four dockless mobility providers currently operate in Louisville: Bird, Lime, Bolt, and Spin. All four companies currently provide free-floating dockless scooters that are not tied to any designated station locations. The scooters are limited to a service area that surrounds downtown Louisville, bound by I-264, with the exception of an area that stretches out to Palatka Road to include Iroquois Park area.

The vehicles are allowed to be used across the entire designated operational zone, with the exception of select regulated zones. Within the study area, scooter users are allowed to use scooters across the entire area with the exception of the Louisville Extreme Park, an outdoor skatepark located at the southwest corner of Clay Street and Witherspoon Street near the expressway interchange. Dockless vehicles are also banned from being parked in select areas, such as the Waterfront Park area in the northern part of downtown and the study area.



Dockless vehicle restricted parking and ride zones in the study area

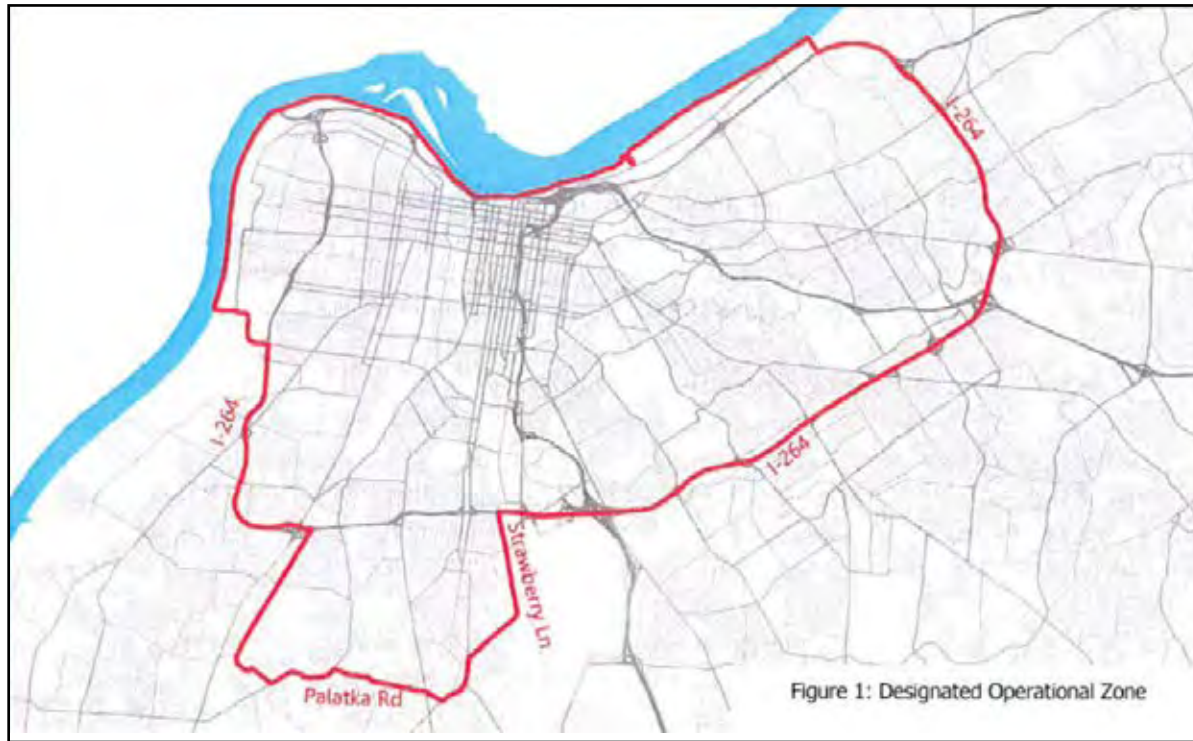


Figure 1: Designated Operational Zone

Designated operational zone from the Louisville Metro Public Works and Assets Dockless Vehicle Policy (July 12, 2019)

## Carshare and Rental

Though Louisville previously had carshare service, it does not appear that any public carshare services currently operate in the area. However, there are carshare services that serve the university community, such as Enterprise CarShare at the University of Louisville. Car rental services are also uncommon in the study area, the nearest locations being in downtown Louisville.

## Rideshare

Uber and Lyft are the only operators in the City of Louisville. Each service offers its standard ridesharing model in which travelers request service through a mobile application. Though there are no particular pick-up drop-off locations set out for rideshare services in the study area, the new soccer stadium does have a designated area for both ridehail and taxi on Adams Street. However, no staging of vehicles is allowed, so passengers must locate their matched vehicle at the curb.

# Opportunities and Recommendations

THE NATURE OF TRAVEL TO, FROM, AND WITHIN THE STUDY AREA IS SET TO EVOLVE WITH NEW DEVELOPMENT SLATED FOR THE AREA AND THE OPENING OF THE NEW SOCCER STADIUM. THE IMPACTS OF THE COVID-19 PANDEMIC WILL ALSO CONTRIBUTE TO SHAPING HOW AND WHEN THE CHANGES TO THIS AREA TAKE PLACE. BASED ON A REVIEW OF THE EXISTING TRANSPORTATION CONDITIONS, THE FOLLOWING HIGHLIGHTS KEY OPPORTUNITIES AND CHALLENGES TO CONSIDER FOR IMPROVING MOBILITY IN THE STUDY AREA.

**Acknowledging the mobility and connectivity opportunities and challenges observed in the study area, recommendations have been identified under four major goals:**

Under each goal are a number of more specific objectives and actions to consider in improving mobility and connectivity in the area. In particular, a focus has been placed on a collection of actions that contribute to elevating and promoting access to key regional assets in the area, including Waterfront Park and the Stadium District.

**Goal 1 – Transform major corridors into two-way streets that reflect Complete Streets principles and prioritize pedestrians, cyclists and transit riders over vehicles.**

**Goal 2 – Create a seamless multi-modal connection between Broadway and the Waterfront using a system of neighborhood-scale streets and alleys.**

**Goal 3 - Redesign and right-size intersections that hinder connectivity and safety, using traffic-calming measures and techniques.**

**Goal 4 - Use public art, placemaking, and urban activation to improve connectivity gaps within the study area, and at significant gateways.**

**THESE RECOMMENDATIONS ARE IN ADDITION TO THE NEIGHBORHOOD PLAN AND PROVIDE MORE DETAIL FOR EACH ONE. THESE RECOMMENDATIONS ARE INCLUDED DUE TO THE EVALUATION AND ADDITIONAL THOUGHTS DEVELOPED BASED ON EXISTING CONDITIONS AND ANALYSIS. THESE SHOULD SUPPLEMENT THE NEIGHBORHOOD PLAN AND PROVIDE MORE GUIDANCE.**

**Opportunity to enhance connectivity through two-way street conversions:**

One-way streets in the study area continue to pose circulation challenges. However, continued progress on two-way street conversions has the potential to greatly improve connectivity throughout the neighborhood. Travel in the east west-direction remains the focus, as these are the main corridors that carry travelers into and through the neighborhood. A major challenge to two-way conversions on these east-west arterials is at the highway connections where conversion could mean major changes for the access and exit ramps. Meanwhile, north-south streets such as Shelby Street, which have disjointed segments that change between one-way and two-way, forces road users to be diverted instead of being able to travel on a continuous path. While north-south travel is less dominant in the neighborhood, growth of Butchertown and the Stadium and Waterfront areas will necessitate improved flow from Broadway to the Waterfront. Alignment of directionality across road segments, and eventually two-way conversions, can help to improve area connectivity.

**Improved connectivity into and around the Stadium District and Waterfront could support its growth development:**

The new soccer stadium is expected to attract a significant number of visitors, and generate an extensive amount of additional vehicular traffic in the Butchertown neighborhood. Connectivity in the area will be key to minimizing congestion, and ensuring that visitors are able to get into and out of the area quickly during major spikes in visitors, such as on game days or during special events. However, some streets in the area, such as Water Street, are currently inaccessible, in part due to adjacent uses that have encroached onto the right-of-way. As the street on the southern end of the stadium's green parking lot, Water Street will be important in providing access and alleviating traffic pressures on Witherspoon Street on the north side of the lot. Connectivity from Downtown to the area, as well as to other attractions such as Waterfront Park, is currently limited, as the Main and Market corridor to the south remains the major east-west access corridor for the area. This connection is important as Downtown serves as a major point of access for the rest of the region, and Downtown workers may also a source of visitors for the area during weekdays. Improving access to and from the area will require public rights-of-way to be re-claimed, restored, and extended to connect to the broader network. Alternative mobility options will also need to be explored to enhance the ability for travelers to get between the Downtown and this area. This should be done gradually as the character of the neighborhood evolves over time to ensure that these streets continue to serve existing uses in the meantime

**Enhancement of cycling infrastructure in the area, particularly in Butchertown and the Eastern part of Phoenix Hill, can improve the attractiveness of cycling and micromobility options:**

Cycling infrastructure such as bike lanes, sharrows, and bikeshare stations are currently limited across the study area. In particular, Butchertown to the north, and Phoenix Hill to the south, are disconnected from the existing cycling network. While cyclists and users of other micromobility users are able to ride on roadways that are not designated as bikeways, the lack of allocated space could these streets seem less safe. Completing the bikeways network to cover a larger part of the study area would help to make cycling and micromobility in the area a more attractive option.



Liberty Street showing opportunity for cycling infrastructure.

**Opportunity to improve access by allowing bikeshare and dockless vehicles in Waterfront Park:**

While existing policies allow for bikeshare and dockless vehicles to be ridden inside Waterfront Park, there are no LouVelo bikeshare stations in the park, and parking of dockless vehicles is not permitted. Inability to park or pick-up LouVelo bikes or dockless scooters within the park means that visitors looking to access the park must either arrive by other modes, keep the LouVelo bikes or scooters with them during their visit, or leave their LouVelo bikes and dockless scooters outside the park. While visitors can still access the park through other active or micromobility options, such as privately-owned vehicles or devices, it is a limitation for those who may not have access to their own bikes or scooters, or are visiting from elsewhere. Enabling better access to the park through LouVelo could help contribute to improved non-motorized access into the park and reduce demand on car parking.

**Network of alleys in the area provide opportunities to provide additional space for travel:**

Alleys spread across the study area present opportunities to provide additional space for travel, especially where existing rights-of-way are constrained. In particular, alleys could be used to provide improved connectivity and more protected travel for low-speed modes, including bicycles and micromobility options.

**Consideration of other mobility options and approaches can help overcome limitations around parking supply:**

Despite the expressway corridors serving as the main regional connectors for the study area, parking within the study area is quite limited. Many homes do not have parking, and rely on a limited stock of curbside parking across the area. Constrained parking supply in the area will necessitate consideration for alternative approaches to either meet additional parking needs, or altogether providing access to the area without reliance on private vehicles. At the same time, there is also significant parking supply in the downtown area that could be leveraged during off-peak periods. Further analysis of key markets will be needed to understand where visitors to the area originate.

**Carshare and car rental services could be considered to provide options to households that do not own a car, or wish to shift towards being “car-light”:**

Carshare services in Louisville are limited to specific locations, such as the University, and the study area currently does not have any car rental facilities. While some trips could be satisfied by other modes such as walking, cycling, and transit, there may be some situations where a car is needed. Though ridehailing services are available, longer trips can make this a costly and infeasible option. The lack of car rental and carshare options pose a potential challenge to households that live without a private car, or those who intend on reducing their dependence on owned vehicles. This may be particularly relevant as more of the workforce works from home in the long-run.

**Transit service has evolved due to the COVID-19 pandemic, and will continue to change with the changing workforce:**

The COVID-19 pandemic has had a major impact on transit operations across the country and around the world. As transit agencies recover after the pandemic, the services they provide may look quite different from what they were previously. The increase prevalence of work from home may forever change what the work-based commute looks like, and transit services will have to change with it. For the study area specifically, transit will need to adapt to the evolving needs of the area as a growing entertainment hub. Waterfront Park and the Stadium District area regional assets, and access to this area from all parts of the region will need to be a primary consideration. Regional transit connections to the area will need to be considered as transit services recover. In addition to providing more north-south transit access and regional connection by transit, attention will also need to be paid to temporal access as people may travel to and from the area later into the night. More flexible mobility options may also be needed to accommodate shift workers who support the businesses in this area, as well as those who work in the medical district.



TARC bus highlighting mask requirement while on their system.



# Goal 1 – Transform Major Corridors into Two-Way Streets

## **Objective 1.1 Convert one-way pairs into walkable and bikeable two-way streets.**

1.1.A: Convert East Main Street to two-way, implementing a streetscape upgrade east of Clay Street and a road diet with left turn lanes.

1.1.B: Re-position Jefferson Street as a seamless transition between NuLu and Liberty Green by converting to two-way travel, adding traffic-calming bump-outs at the intersections between Clay Street and Baxter Avenue.

1.1.C: Transform Liberty Street, Chestnut Street and Muhammad Ali Boulevard into slower two-way streets to better connect the residential hearts of Phoenix Hill and Liberty Green with the medical district and downtown.

1.1.D: Work with KYTC to determine the feasibility of two-way conversions for Story Avenue and Mellwood Avenue.

1.1.E: Support local designation for streets within the study area, to ensure improvements reflect the priorities of residents and local businesses.

1.1.F: Conduct a streetscape and roadway assessment for the medical district to align hospital/campus needs with complete streets principles.

1.1.G: Conduct detailed analysis on the impact of expressway access and egress ramps on one-way street to two-way street conversions and local area traffic flow.

1.1.H: Identify priority north-south one-way roadway sections that have potential to support improved transit connectivity and the operations of other mobility services if transitioned to two-way operation, particularly in the eastern part of the neighborhood outside of the Clay Street and Hancock Street corridors.

## **Objective 1.2 Improve existing bike infrastructure to strengthen heavily used bike routes and facilities.**

1.2.A: Prior to a two-way conversion, replace the westbound bike lane on Main Street into a temporary two-way buffered cycletrack, reducing the roadway to three westbound lanes.

1.2.B: Extend the multi-use trail along River Road toward the east to connect to the existing Butchertown Creek Greenway, improving greenway access from River Road, and adding wayfinding and signage.

## **Objective 1.3 Work with Louisville Metro and KYTC to establish a plan for a neighborhood-serving bike and pedestrian network.**

1.3.A: Create a two-way cycletrack along Main Street between Downtown and Baxter Avenue, separated by ongoing traffic using planters and on-street parking.

1.3.B: Paired with a two-way re-striping, add bike lanes to Jefferson Street between Baxter Avenue and Downtown.

1.3.C: Work with MSD to identify flood-prone areas that will benefit from investments in green infrastructure along roadways.

1.3.D: Ensure that all right-of-way improvements must include street trees in an environment where they will survive and thrive.

1.3.E: Work with TARC to upgrade bus stops along high-ridership routes.

## **Objective 1.4 Conduct pilot tests for improvements and implement community-driven visions for Broadway and Market Street**

1.4.A: Work with Public Works, KYTC and Advanced planning to pair COVID-19 related outdoor eating areas with temporary interventions that test road diets or expand sidewalk areas.

1.4.B: Conduct a temporary intervention along Market Street using the planned roadway improvements, using tactical urbanism methods.

1.4.C: Implement the Market Street NuLu Streetscape Project and roadway reconfiguration.

1.4.D: Work with medical district representatives, and the Paristown Pointe and Smoketown resident associations to implement week-long or month-long quick wins from the Broadway Master Plan.

1.4.E: Implement the recommended outcomes of the Broadway Master Plan within this plan's study area to improve walkability, transit access and traffic-calming.

# Goal 2 – Create a Seamless Multi-Modal Connection Between Broadway and the Waterfront

## **Objective 2.1 Reimagine Clay Street and Hancock Street as the study area’s main north-south corridors.**

2.1.A: With support from resident volunteers, assess existing right of way conditions along both corridors, identifying missing/damaged sidewalks, unmarked crossings, and gaps in lighting during evening hours.

2.1.B: Improve streetscapes along Clay and Hancock Streets to ensure a baseline of high quality sidewalks, street trees, and marked crossings.

2.1.C: Prioritize Clay Street and Hancock Street as north-south neighborhood bikeways through traffic calming, improved bike-specific wayfinding and signage, and bike safety improvements at intersections, such as bike boxes.

2.1.D: Implement traffic-calming strategies at intersections with cross streets, prioritizing intersections with high-traffic east-west corridors. Traffic-calming may include bump-outs, longer pedestrian crossing times, high visibility crosswalks, and four-way stops.

2.1.E: Improve intersections with Witherspoon Street to add a north-south pedestrian crossing connecting to the existing multiuse trail along the northernmost side of Witherspoon Street.

## **Objective 2.2 Improve walking, biking, and transit connections between Downtown, Butchertown, and Waterfront Park.**

2.2.A: Explore parking management systems, such as capacity management and reservation systems, dynamically priced parking, and establish partnerships between downtown garages and the Stadium District to reduce the dependence on on-site surface or garage parking for regular events.

2.2.B: Work with TARC to establish event-day shuttles between downtown garages, NuLu and the Stadium District.

2.2.C: Work with TARC to restore the discontinued LouLift circulator, and explore a route extension that better serves Waterfront Park and Butchertown.

2.2.D: Work with the Stadium District and Butchertown residents to determine event-day traffic and circulation protocols.

2.2.E: Implement planned sidewalk improvements to Frankfort Avenue between Story Avenue and River Road.

2.2.F: Address micromobility access to the waterfront, by enabling closer dedicated parking for electric scooters, and working with the bike rental company to negotiate an approach to enable LouVelo docks.

2.2.G: Conduct further analysis of transit connectivity (including microtransit and paratransit) and needs biannually, to ensure access as conditions change, particularly as demand evolves during recovery from the pandemic.

## **Objective 2.3 Improve the walking and biking experience between Phoenix Hill, Liberty Green, and NuLu.**

2.3.A: Work with TARC to restore the discontinued U of L Health Campus Circulator.

2.3.B: Conduct in depth audit of alleys, including capture of current condition, existing uses, ownership and authority, as well as suitability for potential mobility uses.

2.3.C: Add a mid-block pedestrian crossing along Jefferson Street, between Clay and Shelby Streets, using a HAWK Signal (High Intensity Activated Crosswalk signal).

2.3.D: Add bump-outs with stormwater features at the Liberty and Campbell Street Intersection.

2.3.E: Work with Liberty Green developers to fill in a sidewalk gap along the west side of Shelby Street, between Muhammad Ali Boulevard and Jefferson Street.

2.3.F: Target Wenzel, Campbell and Shelby Streets between Marshall Street and Main Street as high priorities for adding street trees, due to a known “Severe Heat Area” in the urban heat island.

2.3.G: Work with partners to add street trees to study area streets south of Main Street.

2.3.H: Use traffic calming and bike-specific signage/wayfinding to create a network of low-stress north-south streets suitable for cyclists and micromobility users. These streets include Shelby, Campbell and Wenzel Streets.

### **Objective 2.4 Restore the street grid where connectivity is hindered.**

2.4.A: Re-open the vacated portion of Shelby Street between Madison Street and Muhammad Ali Boulevard to vehicular traffic.

2.4.B: Re-open Madison Street between Clay Street and Shelby Street using shared street principles that prioritize pedestrians/cyclists.

2.4.C: In tandem with future development along the Beargrass Creek corridor, work with KYTC to redesign or re-align the Chestnut Street Connector into a corridor that can support active-ground level uses.

### **Objective 2.5 Build a network of complete streets within and around the Stadium District.**

2.5.A: Work with Stadium District developers to improve streetscapes in district-adjacent streets as development occurs, following Complete Streets principles.

2.5.B: Reposition Campbell Street and Cabel Street as the main connections between Butchertown's residential heart and the Stadium District, upgrading sidewalks, pedestrian crossings, and adding street trees, using the streetscape along Cabel Street along Lynn Family Stadium as a benchmark to follow.

2.5.C: Transform Water Street between Campbell Street and Shelby Street into a complete street, to restore its status as a public through-street. Though public Right-of-Way, Water Street currently acts as a de facto internal drive. The addition of curbs, sidewalks and street trees will make this connection feel like a public street once again.

2.5.D: Work with land-owners of adjacent parcels to implement a long-term extension of Water Street from Shelby Street to Clay Street, within a Louisville-Metro owned parcel, using a streetscape that includes curbs, sidewalks/verges, and street trees.

2.5.E: Improve the Washington Street streetscape between Cabel Street and Johnson Street.

### **Objective 2.6 Improve multimodal connections through coordination with transit and mobility providers.**

2.6.A: Work with TARC to establish regional express services that are oriented around improving access from far way communities to regional assets such as the Stadium District and Waterfront Park.

2.6.B: Expand the LouVelo bikeshare system to provide improved access, particularly in Butchertown and Phoenix Hill where stations are currently sparse

2.6.C: Work with existing (zipcar) and new carshare providers as well as developers to expand access through designated parking and incentives for services (reduced fees, expedited permits, etc.)

2.6.D: Provide incentives for neighborhood carshare programs, such as reductions in parking requirements for new developments.

2.6.E: Explore dynamic mobility options for specific use cases, such as microtransit for first/last mile access to other transit services and remote parking facilities, or to provide late-night service or other off-peak service.

2.6.F: Explore and pilot curb management technologies and approaches that can track the usage of curbspace, and enable the booking, coordination, and potentially payment of various curb related uses, including the loading/unloading of passengers and deliveries, bike and scooter parking, and private vehicle parking.

2.6.G: Provide adequate curb space for pick-ups and drop-offs for on-demand mobility options such as microtransit and ridehailing services.

# Goal 3 – Redesign and Right-Size Intersections that Hinder Connectivity and Safety

## **Objective 3.1 Work with partners to audit intersection safety in known conflict points.**

3.1.A: Using the Mobility Objectives Map as reference, prioritize intersections in most need of improvements. The intersections below were highlighted as part of this planning process:

- Main Street and Baxter/Story Avenue (Design underway)
- Brownsboro Road and Story Avenue
- River Road and Frankfort Avenue
- Liberty Street and Baxter Avenue
- Baxter Avenue and Jefferson Street
- Witherspoon Street and Campbell/Adams Street
- Witherspoon Street and River Road

3.1.B: In collaboration with KYTC and Metro Public Works, collect updated traffic numbers at identified intersections.

## **Objective 3.2 Continue intersection improvements that restore an urban street grid and enhance safety.**

3.2.A: Pilot test intersection improvements using paint, plastic bollards, and movable planters. Improvements may include reducing turning radii, adding bump-outs, or adding pedestrian crossings.

3.2.B: Work with KYTC to set quantifiable outcomes of temporary improvements to assess success.

3.2.C: Redesign the Brownsboro Road and Story Avenue intersection to slow car turning and improve safety.

3.2.D: Improve pedestrian and cyclist access to Waterfront Park by redesigning intersections along River Road to allow for safe north-south crossings and vehicle turns.

3.2.E: Fund and implement design plans for right-sizing intersections identified as conflict points during this process, as noted in the Mobility Objectives Map and M3.1A.

## **Objective 3.3 Improve at-grade rail crossings in Butchertown, focusing on bike and pedestrian safety.**

3.3.A: Audit existing conditions to identify unmarked rail or rail spur crossings lacking signage, concrete pads, or having uneven pavement conditions.

3.3.B: Work with rail companies to improve rail crossings with pedestrian or bicycle safety concerns.

3.3.C: Ensure that at-grade rail crossings within the Stadium District follow best practices for pedestrian and bike safety, such as warning lights, concrete pads, and nighttime lighting.

# Goal 4 – Use Public Art, Placemaking, and Urban Activation to Improve Connectivity Gaps within the Study Area and at Significant Gateways

## **Objective 4.1 Overcome the barrier created by various highway corridors.**

4.1.A: With support from Louisville Metro Commission on Public Art, secure funding for lighting and placemaking initiatives on highway underpasses between downtown, Waterfront Park, and the study area.

4.1.B: Issue an RFP or Call for Artists to develop a kit of parts for temporary underpass activation that can be implemented within 6 months, focusing on murals, pop-up activation, or sidewalk paint. Pair with a roadway right-sizing or road diet to slow vehicular traffic and improve safety.

4.1.C: Issue an RFP or Call for Artists to develop a lighting strategy for underpasses that can be easily replicated.

4.1.D: Work with social service partners in the study area to provide resources and support to transient population in underpasses.

## **Objective 4.2 Reposition Branden Kleyko Alley as potential “outdoor art gallery”.**

4.2.A: Assess existing conditions through an alley walk-through event that includes volunteers, property owners, and local artists.

4.2.B: Conduct a design charrette to re-imagine the alley space as a placemaking destination, implementing the vision over a week-long event.

4.2.C: Partner with the Butchertown Art Fair to unveil a re-imagined art gallery alley.

## **Objective 4.3 Connect NuLu to Butchertown and Phoenix Hill through public art.**

4.3.A: Pair a pilot test of the Market Street Streetscape with placemaking elements, such as murals, sculptures, and painted bump-outs.

4.3.B: Establish an arts identity for Market Street through painted crosswalks, murals near intersections, and creative lighting.

4.3.C: Create a placemaking initiative in Phoenix Hill to enliven and activate underutilized spaces along roadways.

4.3.D: Work with residents to activate underutilized green spaces at intersections or near roadways using public art. These spaces may include:

- Traffic circles along Clay Street
- Pocket Parks along Hancock Street
- Undeveloped lots on Shelby Street between Muhammad Ali Boulevard and Jefferson Street
- Chain link fencing along Medical District parking lots on Clay Street

4.3.E: Utilize public art, streetscaping, and other design techniques to improve the attractiveness of alleys for low speed uses (including walking, cycling, and other micromobility options).

1. <https://www.ridetarc.org/>
2. <http://www.mvtransit.com/news/MV-Selected-to-Provide-Paratransit-Services-for-Louisville-Region>
3. <https://www.ridetarc.org/tarc-paratransit-service-disruptions/>
4. <https://www.ridetarc.org/fares/mytarc-fare-structure-and-faqs/>
5. <https://mytarc.ridetarc.org/>
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7. <https://www.ridetarc.org/tarc-and-kroger-join-together-to-improve-mobility-across-the-region/>
8. <https://www.ridetarc.org/tarc-and-kroger-join-together-to-improve-mobility-across-the-region/>
9. <https://www.ridetarc.org/fares/mytarc-questions-and-answers/>
10. <https://www.ridetarc.org/tarc-launches-mobile-ticketing/>